

# Child and Family Welfare

*(Being the official organ of the Canadian Welfare Council.)*

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- \*No. 65. The Canadian Council on Child and Family Welfare. (Revised edition (1934) of No. 67).
- \*No. 66. Social Service Exchange.
- \*No. 67. Relief and the Standard Budget.
- \*No. 68. Helping People in Need.
- \*No. 69. Record Form and Instructions, (designed for use in the present unemployment situation).
- \*No. 70. Boys in Trouble.
- \*No. 71. "In Times Like These" (Suggestions for the organization of community welfare and relief services).
- \*No. 72. Supplement A—The Actual Provision of Relief.
- \*No. 73. Supplement B—The Organization of Special Services for Problems of a Particular Type.
- \*No. 74. Supplement C—The Organization of Relief Work Programmes. (11c complete).

\* Out of Print.

(Continued on inside back cover).







### JUSTINA SEARS

Mrs. Justina Sears, Chairman of the Property Trustees of Council House, died suddenly in Ottawa on Saturday afternoon, January 8th. Mrs. Sears was one of Ottawa's most representative older citizens, a leader in civic and business life, who, for years, had been associated with numerous community undertakings. Thrown on her own resources, as a young woman she entered the municipal service in Ottawa, and developed real estate interests, "on the side", later retiring to manage her successful properties. Her only son, Capt. "Archie" Sears, M.C., was one of the first men to enlist and fall with the Canadian forces, and in his memory she founded the Archie Sears Memorial Scholarships in the Capital city. At the time of her death she was Past Chairman of the Carnegie Library Board, Chairman of the Old Age Pensions Board, Vice President of the Women's Conservative Association, an officer in the Protestant Women's Federation, on the executive of the I.O.D.E., and an active member of the Women's Association of St. Andrew's Presbyterian Church.

Mrs. Sears had been the Chairman of Council House ever since its purchase in 1930. It was due almost entirely to her ability and self sacrificing interest in the management of our property that through these years of depression we not only avoided deficits but have retired one mortgage and reduced another.

In her death Ottawa lost one of its finest citizens, one who certainly stood in the forefront of our worthiest women. She was one of those persons of such solid qualities that her character shone as clearly as the noon day. She lived simply a life of integrity and quiet worth, firm and uncompromising in the principles of her faith, her political affiliations, and her standards of public and private morality, but ever mindful of the amenities of debate, and observance of the obligations and decencies of public life. A woman who, in the early isolation of women in business, pioneered along new paths, she never sacrificed logic to feminism, nor urged consideration or favours to a woman as a woman but always equality of opportunity where there was equality of qualification and experience.

Life did not always lead her by easy paths but neither rebuff nor tragedy could shatter her belief in the ultimate goodness of things nor take from her that delicious sense of humour which came from an equable poise of mind and spirit. She was always one who "marched breast forward", and could she have willed it, would have chosen to fall, as she did, on active duty among the busy throng.



# Child and Family Welfare

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## THE RELIEF OUTLOOK 1938

### LESSENING PRESSURES NOT END OF PROBLEM

THE Council's sixth year-end review\* of the relief situation in Canada warns against interpretation of declining pressures in dependency, due to unemployment or agricultural need, as the automatic self-liquidation of fundamental problems.

Recognizing the outlook at the end of November 1937 as the best since 1931, the Council nevertheless intimates that the numbers of persons in need and the costs of aid may "swing high, swing low" in 1938, just as certain quieting features, discernible in the situation in the late autumn, develop or subside.

### December First Totals Probably 900,000: Reduction 200,000 to 250,000

Basing its summary of the situation upon information, collated with the assistance of 120 public welfare officials, and 25 executive officers or board members, associated with voluntary services, the Council attempts to align its evidence impartially and estimates that, in early December, approximately 900,000 persons, (men, women, and children), including those in the drought areas, were in receipt of aid to which the Dominion contributed. The upward range, even with the increases then running, would not appear likely to be higher than 925,000. This total, as the last month of 1937 opened, compares with the officially recorded totals of the Dominion Relief Commissioner, of 1,043,166 individuals in November and 1,118,552 in December 1936, and with closely according totals, reported by the National Employment Commission.

Allowing for a total of 200,000 in December 1937 as against 110,000 to 125,000 in 1936 in the drought areas, it appears that approximately 200,000 to 225,000 fewer persons were dependent upon public funds for material sustenance as the year neared its close than in 1936. For the first time since 1931, we are entering winter with our load below one million, probably a full 10% below.

### "Swing Low"?, Winter Peaks

Within the year, from the high of March 1937 to the lows of September and October, a gross reduction of about 400,000 indi-

\* Copies of this complete report are available from the Council, free on request.

duals appears to have been effected in our numbers dependent on aid to which the Dominion contributed, a reduction essentially greater in urban and general totals were the drought area increase adjusted. But, in each year since 1933, Canada has consistently beaten down these same totals by comparable or greater numbers, from a high in March to a low in August to October, only to have them "bound back again" from November to a March or April high. Admitting that drought has consistently affected the situation, Canadians must face the fact that there is a heavy recurrence of winter dependency in this country that engulfs annually 300,000 to 400,000 individuals in seasonal need and dependence on public aid; that involves dissipation of savings for thousands of others; and affects probably not less than 150,000 adult workers.

### **Adequate Correlated Statistics Lacking**

All deductions are subject to some qualifications for strictly comparable and absolutely verifiable statistics, as to the extent and variations in unemployment and agricultural need, issued periodically, for the provinces and for typical areas, are not yet available in Canada. While recognizing the extreme difficulty of compiling social statistics in a country so extensive and diversified, we must realize that the lack, as yet, of a correlated system, and of reconciliation, of the preliminary and revised estimates and returns of the Dominion Bureau of Statistics, the National Employment Commission, and the Dominion Commissioner of Relief may mean that for any one period, different official totals may be available. The only statistics recorded over a period of years are those of the Dominion Commissioner of Relief and these have been subject to frequent revision. Changing policies may also entirely destroy comparative bases.

### **Other Indices**

Various existing indices, however, afford good omens for the year. The Employment Index at November the first stood at 125.2, compared with 102.8 at the year's low in March 1937 and 111.0 in November 1936. True, it has "flattened out" since October the first, but it had then reached and slightly surpassed the preceding all time high of 1929. This means that within the year, certainly somewhere over 141,000 persons had been added to their payrolls, or 218,000 to 219,000 since March 1937 by the firms reporting. The December Index has receded, however, to 121.6, recording a lay-off of 34,444 workers in November, higher than the average of 1921 - 36.

The Economic Index, undoubtedly reflecting Canadian reactions to United States recessions, after an encouraging climb, declined



fairly steadily from the first of September to November, but since then it has been running at practically the same level to the last date of record available (December 24th) where it showed a decline of 7.9% from the same week in 1936.

Other general indices are described as good: trade has expanded; bank clearings are high; national revenues were buoyant at the end of the first eight months of our fiscal year; Canadian stock market recessions have not been as severe as in the United States.

One fair index of the general situation is voluntary giving as reflected in the Community Chests. Though some of Canada's fifteen joint campaigns failed of their objectives, others swept past theirs, particularly Regina in the drought area, and Victoria in its first venture. On the whole, returns were higher than last year and will be close to \$3,500,000. Reports available from 106 Chests in the United States show total funds amounting to but 95.8% of objectives, it is true, but yet 102.4% over 1937 returns.

Surveying the country as a whole and conditions in different areas, altogether an unusually cheery attitude characterized the Canadian outlook until November, and, on the whole, that outlook is still cheery, though in the last three to four weeks there is discernible a growing feeling of uncertainty among the social agencies. Lay-offs in the railways, or due to deferred or reduced or cancelled orders in many industrial centres seem to reflect either prairie conditions, or influence from the United States situation, and as such are causing uneasiness. It is, however, rather uneasiness than definite anxiety or fear.

As the year closes, therefore, while there is evidence of a slowing up, there seems to be a "feeling", rather than absolute evidence, that Canadian recovery has merely slackened but is not imperilled. There is, however, this uncertainty and nervousness, and, it would be less than just to those hundreds of thousands of men, women, and children, still eating the bread of public bounty; to the agencies that serve them; and to their fellow citizens, from whose substance their aid is granted, if we did not examine, soberly, the disquieting as well as the encouraging factors in the present outlook.

Part of the uncertainty seems due to extraneous conditions; the blowing of winds, which affect the currents of our life, from Great Britain and the United States,—our two best buyers and the markets of our heaviest purchases.

### **Why Uncertainty?**

While evidence exists to explain the upward movement in unemployment in Great Britain in September and October, the November

increase of 108,000 spread fairly evenly over all activities except coal mining, has caused more concern. There is some encouragement in the thoroughness of British preparations for the shock to her working forces of any probable economic tremour, based on the submissions of the Economic Advisory Council to the Statutory Committee on Unemployment Insurance. This report set a definite length to the next trade cycle of eight years, beginning with 1936; and forecast an unemployment average of 16.75% from 1936 to 1943; continuance of trade recovery and the decline of unemployment until, at least, the latter part of 1937; but a substantial recession of employment at some time during the next five years.

THE TIMES' summary of propitious factors in the present British situation, cites the temporary steadying of employment through rearmament, and the accumulation of £80,000,000 to £82,000,000 in the British Unemployment Insurance surplus. The realignment of British measures of aid and security, and the extensive rural housing projects recently announced are of the greatest possible significance to Canada with so much of her export trade in Britain. For, these buffers of preparedness will mean automatic maintenance of reasonable purchasing power and a sheet anchor to windward should the United States' recession threaten a rout of retreat.

### **In The United States**

As for the United States' situation, the social agencies of that country are gravely concerned at the heavy movement on to relief since early October, when the steady downward movement since March 1937 reversed and showed an increase of 3% in costs for October 1937 over September, though still a reduction of 26% from the preceding October. There is no intimation, yet, that the loads will reach the old highs, but the rate upward is rapid.

Due allowance may not have been made for the degree to which general assumptions as to the United States' recovery were as based on reductions which are apparent rather than fundamental, namely shifts to other categories of aid under the new Social Security measures, transfers to works projects, etc. The present recession may therefore mean a settling to a firmer base.

The antagonism between business and government, and the question as to whether the sudden imposition of heavy taxation under the Social Security plans did not ask a greater blood transfusion than convalescent United States business could yet sustain are factors which are peculiarly present in the United States and exercising a psychological effect on Canada.

As far as United States influences on the Dominion are concerned Canada, though badly frightened, has shown incredibly good resistance against the uneasiness of her great neighbour and will be able to do so for another short period at least. If, as seems imperative, the United States takes constructive action to retrieve and control the situation, this present backwash will not strike us, this time until its force has been somewhat assuaged by counter-currents of recovery. If such a happy combination of circumstances occurs, Canada will suffer only a minor setback, and the spring and summer of 1938 will likely compare favourably with 1937 or even advance over that year.

### **"Swing High"?; Frank Analysis in Canada**

Having thus dealt with outside influences it seems well to attempt frank analysis of the situation at home.

### **Best Low Still High**

First, this would appear to involve recognition of the fact that the all time low, on which we congratulate ourselves as we enter the winter months, numbers, outside the drought areas, some 700,000 souls, representing possibly 120,000 ablebodied urban workers, 35,000 resident farm operators, *exclusive* of the drought plains, and some thousands of men in farm placement, and on works programmes. We have perhaps, as well 45,000 totally or partially unemployable adult persons, and about 450,000 to 500,000 dependents on aid. In addition there are some 200,000 persons in the drought area. This is the best base, from which we have yet been able to face the winter since 1931 or any recurring depression, quite apart from our dependency loads among other classes.

### **Three Explanations of Reductions of Load**

Nor can our reductions in our aid totals be taken, all, as clear gain in recovery for the movement "off relief" has flowed in three directions. The first of these is happily, the heavy movement back into employment, but the other two, are apparent rather than fundamental improvements in a basic situation.

These latter reductions are due either to the transfer of persons from material aid to 'work for relief' or special aid projects, at public cost, (and so may mean their continuous dependency on public funds and their automatic return to aid lists, should other occupation not offer on conclusion); or they are due to differences in classifications, and the necessary removal of social care cases from the lists of those described as in unemployment or, agricultural need. This reclassification is essential to proper realignment of

our problems of re-establishment, and of social care, for what they are, and The National Employment Commission has given marked leadership in effecting it. One result which we must anticipate however will be an increase in other types of dependency, through these transfers.

### **75,000 New Workers Annually**

Of great importance is another factor in the picture, repeatedly stressed in studies of the Dominion Bureau of Statistics, namely that our working population, especially our wage working group, is not static but growing and at an average rate of 75,000 new workers annually,—55,000 as wage workers, 20,000 as workers "on their own". So *merely to 'break even' in occupational demand, Canadian work opportunity would have had to develop, ordinarily, 75,000 new net openings annually in each of the six years since 1931.*

The problems of non-residence and migrancy, of unestablished "men on their own", of the rural to urban trek of dependent population, are all more rather than less urgent than a year ago.

### **The Costs of Aid**

Against these considerations, certain features in the general background stand out, chiefly, that Dominion costs in unemployment and agricultural aid and works will probably not be less than \$50,000,000 this year, and provincial and municipal outlay perhaps \$35,000,000—a reduction over 1936-7 but a substantial outlay when other heavy commitments in related fields are recalled, for example, \$38,000,000 for old age pensions, etc.

In the general financial situation, low interest rates tend to deflect attention from mounting capital debt structure, which has increased by over 615 millions for the Dominion in the last ten years; and by 410 millions for the provinces, and 105 millions for the municipalities since 1931.

### **National Unity Essential**

All these facts must be frankly and honestly reviewed as Canada attempts to assess her essential strengths in the face either of prosperity or adversity and would seem to say that the time to plan is now. Surely Canadians must be a unit in exploring ways and means of protecting the economy of this country against the worst costs of our recurring problems of need through the defences of a nationally organized Employment Service and a national Employment Insurance Fund. Almost three full 'upward years' have now been lost, because of the operation of constitutional barriers against erection of our necessary social defences. Therefore, the



year 1938 opens the more auspiciously, because of the announced plan of the development of such provisions by the Dominion power and the exploration, already in process, of ways and means of applying our resources equitably to meet the undoubted needs of changing times.

### **Getting Down to Basic Facts**

And so the situation is one in which the tension is eased, rather than the problem broken. The National Employment Commission has been rendering a signal service in attempting to focus public opinion on three problems, each of which has been serving to make dependency, more dependent,—the continuance on public aid of dependent population, with wretched living standards, in hinterland or derelict areas; the grinding down of shelter accommodation into progressively more wretched hovels, at increasing per capita costs; and failure to develop re-training and re-vitalizing measures for the beaten, the broken, and the pre-maturely aged whom the idle years have corroded from self-supporting usefulness into deteriorating despair and bleak, unbroken dependency. The million dollar youth training plan is a gesture in the direction of meeting one of the most emergent phases of the problem, and as such marks another milestone in 1937. But the Commission has rightly intimated that not incidental but comprehensive national programmes are required on these fronts of *resettlement*, *rehousing*, and *retraining* for those whom the depression has made dependents upon the national wealth instead of vigorous contributors thereto.

### **Our Gravest Danger**

But now, as the pressure seems to have lessened for a short period at least, a danger threatens as grave as the crisis which has shaken us. It takes its rise, in part, in the increasing docility and indifference reported among the recipients of public help in the face of continuing or threatened idleness. A 'spiritlessness' and a loss of essential dignity perhaps could not but be by-products of our emergency mass treatment of individual human lives. But more and more, there are signs that the old, loyal and proud submission of the subject to constituted authority is giving way, in fear and insecurity, to a cringing subservience, an unwillingness to venture or to risk. The sense of uncertainty and dependency is sapping at the very foundations of individual initiative, of self-reliance, of an appreciation of the values of spiritual and intellectual freedom. Freedom, to-day, of itself is being regarded as a quantity to be despised, scorned as 'freedom to suffer and to starve'.

There are signs that authority is tightening rein and threatens to ride hard. Ruthlessness alone will not revive broken men. If through our mass treatment of individual disaster, we have destroyed personal enterprise and independence, and if, realizing this, we fail immediately to take measures to retrieve and preserve these qualities, then there slips away the very bulwark of our democratic life. We are indeed a lesser people if the depression has taken from us our appreciation of our ancient liberties,—of thought, of belief, of speech, and of action,—as verities of greater value than life itself.

C. W.

\* \* \*

## THE PLACE OF THE VOLUNTEER IN A SOCIAL WORK PROGRAMME\*

GENEVIEVE L. PEMBROKE

WHEN I suggested to the Conference Programme Committee that they should plan to devote one session to volunteer problems, the thought was very far from my mind that I should be asked to present this paper, and, had I realized that I was to be "It", I think I might have kept quiet. But this problem of volunteer participation in our social work programme is one which I consider of paramount importance, and, when I found I couldn't wiggle out of the hole which I had made for myself, I gave up the attempt, and tried to prepare something which might fill the need as I saw it.

I think I should like to have called my paper "I Am A Volunteer!" but "The Place of the Volunteer in a Social Work Programme" seemed more fitting as a subject, though perhaps when I have finished you may think I have followed my own inclination, and have been pretty personal in my viewpoint. As a former professional worker, and for the past few years a mere volunteer, I may span two phases from a practical viewpoint, rather than from the purely theoretical, and I shall be able to distribute advice, praise and abuse on both professionals and volunteers alike. For the purposes of this discussion, I am thinking of professionals as paid workers, and volunteers as the unpaid group. The real measure of effective social work lies in the skill, intelligence, devotion and integrity of the worker, whether paid or unpaid. The distinction between paid and unpaid is invidious, and should be forgotten—quality of work and loyalty of spirit are what count, and these cannot be measured by the professional

\*An address to the Canadian Conference on Social Work, Ottawa, June 1937.

or volunteer status of the worker. But when I say volunteer today, I am thinking of that great group of lay people, some with training, some without, but all without remuneration, who are such a fundamental part of our social work set-up.

### **Volunteers Founded Social Work**

Volunteers founded social work, and in the rural and remote sections of Canada, pioneer volunteers are still blazing the trail for visiting nursing and other welfare schemes. They are here to stay, in spite of the fact that it was they who promoted the idea of skilled training, and started the professional worker on his long and interesting road, when the increasing complications of our modern social life demanded the time and study and service which they — the volunteers — found themselves unable to give.

If time permitted, it would be interesting to trace for you the histories of some of our better known welfare organizations — histories of vision by a few public-minded or charitably inclined people, of hard work and perseverance and much stumbling to make the visions realities, of the gradual trend towards efficient and paid workers — but you know the story as well as I. Almost without exception, the social organizations of our country began as volunteer projects, because some few serious-minded citizens wanted to help their fellow men; as their knowledge of the needs of their communities grew, so their desire for better service grew, and today we have the result of the growth of their ideas in the modern, up-to-date social agencies, manned for the most part by professional workers, but kept alive throughout the community by volunteers.

A few years ago, social service seemed the open sesame to a world full of action, — a world rivalling the Arabian Nights in its nonchalant handling of human life, of stoical endurance of suffering, of rare glimpses into human passions and human desires. Social service offered not only a reserved seat where one might see the show, but a chance to play a part. We were told we could influence the rapidly changing events in the world — of us was demanded only the willingness to work, the ability to earn the confidence of those whom we desired to help — in a word, the essence of volunteer work was "self-sacrifice".

### **The Volunteer and The Professional**

Slowly, but surely, followed the result of these experimental years. It was proved, and we were told in no uncertain terms, that volunteer service lacked restraint, reliability, efficiency, knowledge. Steadily the volunteer was crowded from the stage to the wings,

and the new professional took the lead. The pendulum has swung back again and today, in both camps—professional and volunteer—there is an inordinate respect for the value of formal training—the interplay of experience and study. A new relationship has developed, or is developing, between the professional workers and the lay group. There is a growing realization that one is the complement of the other.

Generalizations are always dangerous, and so I find it rather difficult to define the exact line of demarcation between the duties of professionals and volunteers. But again my personal beliefs must intrude, and it is my opinion that we might fairly put it this way. The professionals must *find* the need — whether it be the need for a new organization, a new development of the existing programme, or a curtailment of the old; the volunteers must *study the reason* for the need, being directed and convinced by the professionals. The volunteers then influence the lay forces in the community, where their contacts are greater and farther reaching than the professionals' can hope to be. From this interplay of function emerges eventually the complete whole. The professional workers are able to guide and direct the energies and enthusiasms of the volunteers, for the volunteers cannot be pushed in, and left with the *hope* that they will be able to swim. As volunteers, we must realize that social service has developed a technique — we must see beyond the practice of its routine to the enchanting possibilities of its human adventure. If acquaintance with real workers and real facts does not early deepen our capacities and stimulate our desire for further research, then we had better not hope that we shall ever be of value to any organization.

### **Three Spheres of Volunteer Participation**

Volunteer participation is most significant, perhaps, through three general types of action : (1) actual activity in social work programmes; (2) board membership; (3) the creation of an informed public opinion.

Before enlarging on these three phases, it seems essential to break down into two groups the volunteer material of our communities. In the first group will be those lay people who for years past have given time and study to our problems, who have grown up with our agencies, and have worked side by side with the professionals. They are the group who have not been pushed in — they learned to swim with the current, and have kept afloat and abreast of developments. They know their place — it is well-defined — and, in many organizations, the distinction between



professional standards and volunteer standards is illusory. Happy the professionals who find these good old stand-bys by their side. I may be permitted to add, more or less in parenthesis, that some of these old swimmers have on occasion tried to stem the tide, or to turn it, but a good professional must know her man, and respect for good work done in bygone days will inevitably create a sympathetic atmosphere, and a little diplomacy will do the rest.

To the second group belong those lay persons who are eager to play some part, but who, through lack of understanding or lack of guidance, have yet so much to learn. And here we must, to a great degree, think of the lay group of women, because it is women who have more leisure and freedom for active participation. It is regrettable but understandable, that the volunteer parts of our organizations are so often manned by women alone, when men could be so valuable and so interested. But we'll leave the discourse on men until later, and simply refer to this large group of the second part without distinction as to gender. Often the casual volunteers, with boundless energy and intense enthusiasm, render invaluable service. We old stagers (and here I pay myself the compliment of being in the "swim" class) tend to drop down to a lower level of effort in order to conserve our energies for the long pull, but the new volunteers, in the first flush of enthusiasm, sally forth and weave perfect networks of community contacts, farther reaching and more potent in their personal appeal than any amount of routine publicity can ever be. What must we do as volunteers to educate, interest and evaluate this potential volunteer material, and what must the professional do?

First, as volunteers, we must convince these other volunteers that knowledge is essential — not knowledge of one organization alone but of all the organizations that go to make up the social work pattern of our community. It is oftentimes difficult, not to say embarrassing, for the professional worker to be presented with a volunteer who has vast sympathy but little knowledge, and to have to accept responsibility for advising the necessity of study. But we old volunteers (experience, not age, indicated) can do that without such embarrassment, and it seems to me that here is one very definite function of the volunteer. Once we have gained the new volunteer's confidence and interest, we can pass the education process on to the professional. Here, I know, will be heartfelt sighs from any professional workers who may be present today — I, too, have suffered under the stress and strain of a heavy work programme, when "time out" to train volunteers seemed the final straw. But no one can tell the story, no one knows the pulse of the work, as does the professional, and if volunteer service

is to be of value, the professional must plan to give direction to the lay group as a routine task.

### **The Growth of Knowledge and Responsibility**

To get back to these three functions of the volunteer : first, active participation in a social work programme. Intelligent volunteers realize that they can never replace trained workers, but, as their own understanding develops, they are increasingly eager to approach their tasks intelligently and adequately. Perhaps it is possible for them to do a specific job well, and perhaps there is no one available to teach them the fundamentals, but it does seem a tragic waste of potential leadership when volunteer interest is not capitalized. From a thorough knowledge of one agency's work, the volunteer should progress through easy stages to a general knowledge of other community activities — this will, or should, inevitably lead to a questioning attitude in regard to existing welfare legislation, or to the lack of it, and to a broadened viewpoint on the whole background of social work functions.

To be specific — one volunteer may not be interested in family case work problems, but she may be deeply interested in children — the good professional will discover this early in their relationship, and will direct her interests to some children's organization, first endeavouring to implant some grains of knowledge about other existing agencies. Another volunteer may only want to do clerical work — I have seen clerical workers graduate to sound volunteers from an interest and knowledge gleaned from records they have typed, and the desire to learn more became a keen interest. I do believe that finer results could be obtained from volunteer service if the volunteers, early in their apprenticeship, were given to understand that they have a definite responsibility to the agency, and that any failure on their part meant a slip in the smooth machinery. On the other hand, volunteers are not bound by the monthly pay cheque, to stick to the job — vacations, domestic problems, illness, perhaps even social engagements, upset the routine. But the right volunteers in the right jobs will usually measure up, and their inabilities to *always* make the grade may be overlooked.

The professional will have to bear in mind, too, that from the point of view of social work, the world has two kinds of people, those who are interested in dealing with things and people in the mass, and those who are interested in the individual. A person who cannot appreciate the value of time spent in discussion should not be assigned to a committee engaged in a statistical study, nor should the research-inclined be expected to take an interest in an individual family.

Active participation in any agency's programme has unlimited possibilities, once the volunteer is trained. In the family agencies, there are routine clerical tasks, follow-up visiting on certain specified cases, driving of visitors to and from the homes of their cases — all a post graduate course in the volunteer's education. Public health organizations appeal, because illness is common to rich and poor, and here we have a fertile field for the volunteer. In our V. O. N. districts, spotted over Canada from coast to coast, a huge band of informed volunteers works continuously. They know the work the nurse is doing, they help her with her records, they see that her working hours and salary are standardized, they take responsibilities for advertising the work of the organization, they prepare layettes, they provide cod-liver oil for the babies, they see that supply cupboards are well-stocked, and that children get to summer camps. If in such a technical organization there is such a wealth of opportunity for real volunteer service, surely in the less technical we can absorb more volunteers.

### **District Settlement an Excellent Training Ground**

I have always thought, and still think, that the very best training ground for new volunteers is a district settlement, but very often volunteers here become so imbued with the spirit of service that, good as they might be for other organizations, they cannot be weaned away. Here they find the great melting pot of life — childhood and manhood — the mingling of native and foreign blood — traditions and customs of many nations — the very pulse of life. But what a fine understanding they can glean of the hopes and despairs of this other half of the world, and how rich can that knowledge be of what people crave for and need.

In children's institutions, in foster-home work — the value of volunteer help is only limited by the viewpoint of the professional.

And now we come to the men. A premium on time makes their contribution to active participation a little difficult, but in our Boys Associations, in Parks and Playgrounds work, in juvenile delinquency, there are many opportunities. Some men have hobbies — what more fitting than that they should extend this hobby to a group of boys or young men? Both will gain from the exchange of ideas, working side by side. We have been noticeably lax in our attempt to capture the available man-power in our communities, although the Service Clubs have gone a long way towards this end. But the need is still very great, and the call urgent.

Hospital social service departments are fascinating spots for volunteers — they can assist at the reception desk, do clerical

work on records, help dress and undress children, provide transportation to clinics, assist in the library, assist in visiting. The Junior League in Montreal operates a lunch-room in both the Royal Victoria and the General Hospitals, where out-patients may get lunch at cost. This work is hard and tiring but League members thrive on it, and no difficulty is encountered in finding enough members to run the lunch-room.

Occupational therapy departments should attract volunteers — those craft-minded people who like to use their hands, and love colours. It's a fairly new departure and not well-known as yet, but it offers a fertile field for the lay group.

And then there are those people who like to do studies—how valuable they can be. All sorts of subjects are open to research — community resources, industrial, recreational, educational, maps that show social conditions in different parts of a city, records gathered from case histories. The volunteer with a flair for news writing can often interpret an agency's problems from a different slant from the workers, can help prepare statements of progress, suggest set-ups for annual reports, suggest new ideas for general publicity.

### **Boards and Boards**

And now we come to the Board member activity — and I feel very strongly on this subject. I have sat on Boards, so have you, where some of the members have sat for twenty years, once or twice a month, have nodded their heads like mandarins when an opinion was expressed and have gone off after the meeting in the same complacent mood they have had for all those twenty years. I have known other Boards where members were chosen for their social prestige — they gave a good name to the agency's list — and their knowledge of social work in general and that organization in particular was nil. I know we do need big names — it seems a pity, but we do — but a Board overweighted with big names can be a distinct liability. Not all volunteers will become Board members or Committee members, but those who have shared in the actual work of the agency will bring to such positions a richness of experience and knowledge that will make for effective leadership in social thinking and social planning. So I say that Board membership carries with it great responsibilities, and a *great* challenge. These Board members bring to societies that broad and fresh viewpoint of a comparative outsider. They give a feeling of stability to agencies where there is a frequent turn-over of staff, and, above all, they act as interpreters in making clear to the public what social work is attempting to do. Never,



was this interpretation more important than it is today, when as social work develops more and more of a technique, it becomes less and less comprehensible to the layman, without whose moral and financial support it cannot succeed. To be a successful Board member, of value to the organization, one should face squarely these questions —

Have I time to attend meetings regularly?

Have I time and enthusiasm enough to do my part on any committee or special work to which I may be assigned?

Am I willing to enquire about the things I do not think are going as they ought, at the risk of being thought disagreeable, instead of sitting through meetings like a sulking clam, and "crabbing" when I get outside?

Can I be relied upon to study and to discharge my duties with the same sense of responsibility that I would feel if I were being paid for my effort?

If these questions can be answered satisfactorily, then we have potential good Board material.

Here again I digress, and think of the men.

With more active participation on the part of men on the Boards of our Community Chests or Financial Federations, and on the Budget Committee, it becomes increasingly important that special attention should be paid to the type of man elected to fill such posts, and to the training he is going to get. Only a super-human could sit in on Budget discussions and be qualified to dispense and allot funds, without a fair background of social work information. But how often again do we pick sound business men with acumen and reputation, who know little or nothing of the social work picture? Here again we must educate. It is a constant source of interest to me to discover frequently that a man who came on a Budget Committee because of his unquestioned financial knowledge and integrity, suddenly finds himself at a loss to evaluate certain of our social work services, and how often he will begin to study. And right there is where the professional must step in, and direct and capitalize on that interest. Only laymen can dispense public funds — they have raised them and have assumed responsibility for spending them wisely and well, and they can only be spent wisely and well when back of their spending is the certainty that every penny is doing its bit.

I am not going to enlarge on the need for educating the vast army of collectors who, as volunteers, raise the funds that support private charities, but I hope that, in the near future, these men

and women, giving so liberally of their time and energy, will be trained to know the vast problems confronting social work today, and will be able, intelligently, to approach the public for subscriptions.

### **The Volunteer as Interpreter**

And so we come to the last of my three general functions—the creation of an informed public opinion. It is absurd, and yet I think it is true, that, although the professional is frequently more capable of interpreting social work to the public, it is to the volunteer that the best ear is given. In numberless ways, unconsciously very often, the lay member of our social work group is interpreting the welfare set-up of our community. Over the bridge table, across the tea-cups, on the golf course, on street-cars, in motors, wherever friends gather, one finds little wisps of conversation blowing social-work wards. The present relief situation, paramount in our minds and hearts at present, labour problems — our listeners don't think of them as social work problems, but as community problems, and yet the correct interpretation of them is essential.

The more direct interpretation, of course — addresses to service clubs, women's clubs, church groups, schools — is of paramount importance. Here professional and volunteer alike must know the story thoroughly — and what a story, and what an opportunity !

We summarize —

The place of the Volunteer in a social work programme is indisputable.

The Volunteer is here to stay — is an essential and integral part of the social work set-up, but must be guided, trained, and *used*, intelligently, sympathetically, willingly.

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### **THE GAINFUL OCCUPATION OF WOMEN**

Under the heading "Women in the Economy of the United States of America", one of the most comprehensive analyses of working women ever to be compiled has been issued by the Women's Bureau of the Department of Labour of the United States.

The preparation of this report was undertaken on the request of representative women's organizations who were desirous of having the most accurate information possible made available for the special inquiry on this subject being prosecuted by the International Labour Office.

Realizing that the field to be covered was an enormous one, the Bureau wisely concentrated its study upon two main themes, — "Women's Opportunity for a Livelihood", analyzed under the headings of the occupations in which women engage, the nature of their employment and unemployment, compensation rates, family status, etc.; and the second, "Experience of Women under Labour Legislation", with particular bearing on employment opportunity, wages and conditions of work.

The distribution of women in gainful work in the United States corresponds fairly closely to Canadian percentages, there being two women so engaged for every seven men, the ten and three-quarter million women in gainful employment in the United States at the time of the last census being six times the number so engaged sixty years previously.

One feature of the study brings out one aspect of the gainful occupation of women on which there has been much surmise but little accurate information. Sample studies covering very large numbers of women show that a very large number of women are solely responsible for the entire support of their families. An analysis of the 1930 Census data, covering all employed women in the country who were responsible for homemaking besides having paid jobs, indicated that between 13 per cent and 14 per cent were the sole support of their families. A cross-examination of thirty-four studies, covering over 150,000 women, showed that almost 60 per cent of these were contributing to the maintenance of dependants in whole or in part. It is particularly interesting that the percentage of professional women carrying responsibility for the maintenance of dependants was also high.

One of the most interesting features of the study is the analysis of shifting occupations for women in various lines of work, and these correspond fairly closely to the shift of women workers in Canada in recent years.

The chapter on the compensation of women is particularly significant, especially in its contrast with rates of remuneration payable to men, while the analysis of Part 2, dealing with the effects of minimum wage laws and other labour legislation, and the opportunities of women for gainful occupation, is equally significant.

C. W.

## CANADA ENTERS WORLD NUTRITION STUDY

THE ASSEMBLY of the League of Nations, in 1935, made provision for the creation of a 'Mixed' World Committee on Nutrition. Considerations advanced in advocacy of such a departure were to the effect that marked advances in nutritional knowledge had established beyond doubt the relationship of proper nutrition to individual and national health; and that the problems of malnutrition, while in part those of the distribution of purchasing power for the consumer, were also, in some large part, those of proper nutritional education of the individual and the community, and of the more efficient distribution of food products within and between countries. Particular emphasis was placed, in the Assembly debate, upon the fact that in some countries, at that time large supplies of essential food products were going to waste, or actually being destroyed; that in others, large areas were being left uncultivated while in others, on the other hand, dire need, malnutrition and the spread of deficiency diseases were concomitants of an inadequate supply of similar essential foods. The Assembly consequently decided to have the problem of nutrition and nutrition needs brought to the attention of the various Governments in the thought that, within their respective spheres, they might develop policies and measures, based on this knowledge, and designed to advance further the health and general wellbeing of their populations.

### **Constitution of Committee**

The Health Organization had already given considerable attention to this subject and, in June 1935, had published a study on the relation of diet and health, and had been requested to continue its work. In November 1935, following this action of the Assembly, the Mixed World Committee on Nutrition Problems was set up under the presidency of Lord Astor. It was representative of experts in the fields of nutrition, health, agriculture and economics. Members were included directly from the International Labour Organization and the International Institute of Agriculture at Rome, while the Health, Finance and Economic Sections of the League were made available for the Committee. In May 1936, the Council of the League recommended the inclusion of a representative from the Advisory Committee on Social Questions, stressing particularly the desirability of collaboration with the Mixed Committee in the social aspects of malnutrition among children, both in urban and rural communities.

## **Work of Committee**

The Mixed Committee's first Interim Report was published in July 1936, and submitted to the Assembly in its September (1936) Session. This report contained four volumes, dealing primarily with the problems of health in direct relation to nutrition. The first volume gave the provisional conclusions of the Committee, particularly on the health aspect of the question: the second dealt with the Physiological Bases of Nutrition: the third with Nutrition in Various Countries: and the fourth with Statistics of Food Production, Consumption and Prices. Discussion at the Assembly turned in part upon the relationships, indicated by the Committee, as prevailing between the existence or assurance of an optimum food supply within a country, and the problems of an economic, commercial or financial nature which might affect its satisfactory distribution among the peoples of that and other countries.

Developments arising from the Interim Report were twofold. The Committee was instructed by the Assembly to continue its studies for another year, devoting attention particularly to the economic and agricultural aspects of the question, particularly inter-relationships in the production, distribution and consumption of essential foods. Secondly, (recognizing that the problem of nutrition was primarily a national one), the Assembly approved the Mixed Committee's recommendation that national committees should be set up to co-ordinate the various aspects of nutrition policy in countries where they did not already exist.

## **Canadian Developments**

In collaboration, on the part of Canada, in such a development, the Honourable the Minister of Pensions and National Health announced on November the 17th that a National Council on Nutrition would be set up for the Dominion, with a membership of approximately twenty-five persons, under the chairmanship of Dr. R. E. Wodehouse, Deputy Minister of Pensions and National Health, and with Dr. C. A. Morrell of the Food Laboratory of the Department as Secretary.

It is proposed that the new Council will direct a nation-wide study on the following questions:

What are the food requirements of the various stages of human development?

In particular, what are the working man's requirements and how can they be ascertained?

What resources are available to meet requirements?



How can available resources be actually applied to satisfy those needs?

How can the study of the problem of nutrition be organized in the best interests of public health?

The personnel is constituted along three lines — designated members from the fields of bio-chemistry and medicine; economists and representatives of consumers' interests in the problem; individual members designated to the Council, who include Prof. Andrew Stewart of the University of Alberta, Prof. E. G. Young of Dalhousie University, Prof. W. D. McFarlane of MacDonald College, McGill University, and Prof. E. W. McHenry of University of Toronto.

Other governmental departments with technical members in the Council include the Experimental Station of the Fisheries Research Board; the National Research Council; the Marketing Division, Dominion Department of Agriculture; the Dominion Bureau of Statistics; the Director of Research, Dominion Department of Agriculture; and the Dominion Department of Labour.

Other interests are particularly visualized through the participation of representatives of the Canadian Medical Association; the Canadian Public Health Association; the Canadian Dietetic Association; the Canadian Welfare Council; the Canadian Association of Social Workers; the Canadian Red Cross Society; the Visiting Homemakers' Association; the League of Nations Society in Canada; Cercle des Fermieres, and La Ligue de la Jeune Fermiere.

Two other committees have been appointed to advise with the new Nutrition Council, — a committee of the Dominion Health Council, consisting of Prof. J. G. Fitzgerald, director, Connaught Laboratories, Toronto; Dr. J. T. Phair, chief medical officer of health, Ontario; Dr. M. R. Bow, Deputy Minister of Health, Alberta; Dr. W. Warwick, chief health officer, New Brunswick; Dr. E. Nadeau, acting director, Provincial Department of Health, Quebec, and a technical advisory group composed of Prof. C. H. Best (chairman), University of Toronto; Dr. W. C. Hopper, Department of Agriculture, Ottawa; Dr. J. E. Sylvestre, Department of Health, Quebec; Prof. A. Stewart, University of Alberta; Dr. F. F. Tisdall, Hospital for Sick Children, Toronto.

A meeting of the committee will be held at an early date.

### **World Meeting of National Committees**

One meeting of existing National Committees has already been held. Representatives of eleven such committees, (Belgium, Czecho-

slovakia, France, Great Britain, Hungary, Yugoslavia, Latvia, Norway, Sweden, the United States of America and the Union of Socialist Soviet Republics) met in Geneva in February 1937, and concentrated their efforts upon two lines of enquiry, — the technical methods used to determine the actual food consumption habits of the population within any country, and practical methods to obtain the adoption, in the food habits of the population, of the known facts of proper diet and nutrition.

### **Final Meeting of the Mixed Committee**

The Mixed Committee also met in Geneva in 1937 in April to consider final draft reports analyzing in detail recent trends in food consumption habits; trends in agriculture; food prices and nutrition; the relation of income and education to the standards of nutrition; and the present state of nutrition as revealed by enquiries in a number of countries. At many points of these reports and discussions, the necessity of the close collaboration of health and welfare services, public and voluntary, in any measures designed to improve the general nutrition and food habits of the population was stressed. Great importance was also attached to the vital relationship of the purchasing power of the consumer in the realization of minimum nutrition standards. Wherever loss or impairment of gainful occupation, social, physical or mental handicap, or similar economic or social maladjustments intervene to affect prejudicially the individual consumer's ability to provide for his own minimum subsistence or that of his dependents, the problem of nutrition becomes primarily one of the organization and administration of measures of social aid. This was deemed especially true, in view of the conclusion of the scientists in the Mixed Committee that malnutrition is predominantly a problem of children and adolescents.

### **Nutrition and Social Aid**

The reports of the Mixed Committee on Problems of Nutrition established the fact that nutrition, as a problem in consumption depended primarily upon two considerations—the amount of income at the disposal of the family or individual and intelligent use of that income from the point of view of food and health. Where the income is reasonably adequate the problem becomes one of education, but where the family's or individual's resources fall below the limit of minimum living standards, the problem becomes one of assistance from public or voluntary funds and of educational effort as well.

Especially in the present decade, when in the western industrial countries alone over 20,000,000 idle workers, with their dependents,

are added to that percentage of the population ordinarily socially dependent in whole or in part, because of social, physical, or mental handicap; the recognition of the relation of nutrition to health and wellbeing is one of transcending importance to all public or voluntary agencies, charged with the administration of social aid. It was felt that all plans for intensive education as to the facts of nutrition must realize this particular situation in respect to the dependent or near-dependent population and be adapted accordingly lest proposals impossible of practical application in the individual country or home be advanced, with consequent resentment and dissatisfaction.

The League's Advisory Committee on Social Questions felt that consideration of more adequate nutritional provisions for the dependent and near-dependent population might wisely begin with the dissemination of educational information, (especially adapted to these purposes) among public authorities and voluntary services administering social aid and setting forth minimum nutritional needs for different age groups and including, particularly, information as to alternative sources of nutritional elements. Such information, it felt, might be accompanied by other data, illustrating supplementary measures found effective in augmenting food supplies for the individual family or member (e.g. the organization of garden allotments, the production or preparation of certain foods on co-operative lines; joint storage, "meat" or "milk rings", etc.; the provision of milk, and of special meals for school-children, for children attending day nurseries, playgrounds, etc.; the operation of special services for expectant and nursing mothers, etc.)

It was considered of importance that in this information some general reference should be made to the relation of adequate shelter and clothing, fresh air, sunshine, exercise, and living conditions generally in the combatting of malnutrition and the development of the general health of the people. The desirability of close co-operation among the agencies interested in nutrition, in health generally, and in the administration of social aid, the Committee felt, should be stressed to the end that the efforts of each should work in constant reinforcement of the others.

This Committee also felt that it was of the utmost importance to obtain wide public acceptance of what are to be regarded as minimum nutritional standards for different age groups. Then, through such measures as minimum wages and similar occupational safe-guards for the gainfully occupied population, and reasonable minimum standards of benefit, allowance, and relief for the dependent population, efforts could be directed towards the practical extension of these minimum requirements in different countries.

C. W.

## REGINA HAS FOUR CIVIC COMMUNITY CENTRES

J. W. GRAY

Superintendent of Recreation, Parks Department, Regina

THE REGINA Community Centres are the only civic-operated public recreation enterprises in Western Canada, conducted as are the Playgrounds in the summer, under the Recreation Division of the Civic Parks Department. There are four Community Centres established in the city at present, three in public schools. The gymnasium, two class rooms and hallways are used in each school, and a church basement is also used. The Centres are open to young people between the ages of 13 and 21.

The total enrolment at the four Community Centres for the first month of November was over 1000 members. Activities conducted are of a varied nature, calisthenics, volleyball, basketball, badminton, woodwork, fretwork, linoleum cuts, sewing, knitting, dramatics, singing, tap and social dancing, table tennis, checkers, crokinole, chess, and all kinds of table games, as well as quoits and active games in the gymnasiums. Any boy or girl may become a member of a Community Centre providing they are at least 13 years of age and register. Membership cards are issued, which must be shown to the doorman every time a member attends a Centre. The Centres will remain open until April.

There is a man director and lady assistant director for each Community Centre, and in addition there are instructors in tap and social dancing, sewing, knitting, singing, handicraft, amateur dramatics, etc. Community Centres are open from 7.30 to 10.00 p.m., boys and girls attending different nights. Juniors (13 and 14 years) go home at 8.15 p.m. and seniors (15 years and over) may remain until 10.00 p.m. City wide bi-weekly socials are held where boys and girls 15 years and over who are members of Community Centres are admitted. The programmes consist of group games, such as grand marches, folk dancing, social dancing, individual stunts and concerts.

Most remarkable feature of the newly organized Community Centres is the large "Leaders corps" which totals over 100 members for the four Centres. These leaders are a splendid help in assisting with activities. A Leaders training school is contemplated in January where leaders will be trained in recreation work both for Community Centres and playgrounds. All Leaders must comply with certain qualifications in order to secure a Leader's crest.

One of the most important undertakings of the Recreation Division of the Parks Department is Regina's first civic Boys

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## MATERNAL AND CHILD HYGIENE

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### LOCAL LEADERS STUDY FAMILY HEALTH

ANNA E. WELLS

Director, Bureau of Health  
Education

Manitoba Department of Health  
and Public Welfare

**I**N MANITOBA, the Local Leader method in adult health education has been adopted by the Bureau of Health Education of the Department of Health and Public Welfare to assist community groups in the study of family health problems.

By means of this method, which has been developed in extending home-making courses to women's groups in rural centres, members of many groups may receive the guidance of a health instructor in their group activities — thus increasing the area that an instructor can cover, and decreasing the cost of professional instruction.

In planning this course in Family Health, the aim has been to deal with the health problems of the home-maker as units of study. For the first year, only two units are being taken up, that is, Home Nursing and First Aid, including the care of the body in health as well as in emergency. Then, if this method of instruction proves successful, it is planned to arrange for additional units of study in maternal and child care, mental hygiene, and various other health questions that affect home-makers and their families.

#### **More than 1000 in Health Study Groups**

With the cooperation of the Extension Service of the Department of Agriculture, 14 centres have been organized in the south eastern part of the Province. At these centres, a nurse instructor visits once a month for five months, where she meets the local leaders for a day's session — morning and afternoon, or an afternoon and evening. These leaders in turn relay the instruction they have received to group members in their own communities. There are now 152 leaders who represent 77 groups with a total of 1083 group members carrying on the course of study.

At the end of the sixth month, an achievement day will be held in each centre; a sort of field day in health, which will give



an opportunity for demonstrations and displays of work carried on during the course of study.

The leaders are nearly all busy home-makers ranging in age from 18 to over 70 years, many of whom travel long distances to the centres to meet the instructor. For this reason, after a two hour session, lunch is taken together which provides an interval for a social hour before going on with the second part of the meeting. But there are also school teachers among them, who are giving the course of instruction to their high school students.

In one centre, a teacher is a leader of a group of students at a Youth Training Centre; and in another there are leaders of two men's groups who were eager to obtain instruction.

At the meeting, the procedure is as follows. The chairman of the group conducts the meeting, with the secretary to keep a record of attendance, discussions, activities and questions.

The instructor is called upon to discuss the topic of instruction for the day, and invites discussion and demonstration as she proceeds. The whole meeting is one of friendly participation on the part of its members, where an exchange of ideas may be made as well as knowledge gained from a professional advisor.

### **Practical Application in the Home**

Members carry out group or home projects such as seeking ways of preventing home accidents, of teaching children safety measures, of making a home first aid kit, and home appliances for the sick room, etc. A health book is also prepared as a reference for future needs containing samples of first aid and home nursing equipment and illustrations of procedures, as well as various notes, clippings and pamphlets that have any bearing upon the course of study.

As for the health instructor, frequent contact with leaders and supervision of the work carried on by leaders with group members, gives her a much better understanding of their health educational needs than she could give by the lecture methods of instruction.

In fact, the opportunity of listening to discussion of leaders and dealing with their questions, provides an experience that is both stimulating and inspiring to greater effort in the field of health education.

## *HEARING AND SPEECH IN DEAF CHILDREN*

HEARING AND SPEECH IN DEAF CHILDREN. Kerridge, Phyllis M. T.  
(London : His Majesty's Stationery Office, 1937), pp. 137.

Many specialists will be interested in this study of 456 severely deaf and partially deaf children in the London schools by Dr. Kerridge. The report is issued by the Medical Research Council on the recommendation of their Hearing Committee. The otologist will be interested in the comparisons of results of hearing tests, new and old; and data on which to base prognosis of the probable benefit of hearing-aids. The pathologist will be interested in the matter and discussion concerning the clinical histories of the cases and physical details of the hearing defects. The teacher will be interested in the detailed reports of the progress in speech and academic achievement of 48 severely deaf children educated with the aid of electrical sound magnification apparatus. The educational administrator will find help in estimating the number of sound magnification instruments required for his deaf pupils. It is estimated that about three-quarters of the deaf children in London would benefit educationally from the use of such instruments. The scientific designer of hearing-aid instruments will find diagrams which will indicate the severity and diversity of the physical characteristics of the ears to which he must cater.

Part I of the report describes the deaf and partially deaf in special schools in London. It outlines the various hearing test methods used and compares the results of these methods. It enumerates the causes of deafness and the age of onset in particular cases. It includes a helpful chapter on the relation of speech defects to degree of deafness and age of onset.

Part II of the report deals with a carefully controlled experiment to estimate the benefit of magnified sounds to deaf children especially with regard to the production of normal sounding speech. Forty-eight deaf children were taught experimentally for one year alongside comparable control partners, the only difference in instruction being that the former were allowed to hear through the headphones of a valve amplifier to the best of their ability while the latter were not, with the result that the speech of the experimental group improved and many who before could only be taught by methods for the deaf could now be taught by methods for the partially deaf.

The report is statistically sound and contains splendid tables, graphs and case histories. It should greatly encourage workers with the deaf and stimulate further experiments along these lines.

FLORENCE S. DUNLOP.

## "THE JOY FAMILY"

Something quite unprecedented in scope and format in the field of Canadian Health publications has made its appearance with the issuance of "The Joy Family", printed by the Copp Clark Company of Toronto, as a combined reader and workbook in social studies and health for Grade II of the Elementary School. The authors of this book are John T. Phair, M.B., D.P.H., Chief Medical Officer of the Ontario Department of Health; Miss Mary Power, B.A., Director of Health Education of that Department; and Mr. Robert H. Roberts, M.A., Inspector of Public Schools, Department of Education of Ontario.

Bound in scarlet with gay blue lettering and design superimposed, the publication runs to 120 pages, copiously illustrated by Peggy Clarke of the teaching staff for the children's classes at the Art Gallery of Toronto. The book is designed as an enterprise in social studies, with health teaching and work activity projects centered about "The Joy Family" of mother and father and four children from infancy to ten years of age. Health is given its real status as a vital part of the child's actual life the year round in his home, in the school and in his associations with other children, and shown to be the responsibility of the child himself, of his parents and of his teacher.

Each of the twenty-one chapters is followed by work activities for the child designed to help him develop desirable health habits. One delightful chapter tells about the home life of the Princess Elizabeth and Princess Margaret Rose in the little cottage which was a birthday gift of the Welsh people to the Princess Elizabeth.

The book is designed for use in the junior grades of the elementary schools. Parents, teachers and social workers who are interested in the health of the young child will find this book scientifically accurate and based upon progressive trends in education. The book is bound in cloth. A limp edition for school use is 40 cents, less 20 per cent discount to teachers; a special edition in stiff binding is 75 cents, less 20 per cent to teachers.

C. W.

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## THE MENTALLY ILL IN AMERICA

The National Committee for Mental Hygiene of the United States is to be congratulated upon the appearance of a comprehensive history of the care and treatment of persons in need of mental care, from the early days of the Colonies to the present. The author, Albert Deutsch, was granted a scholarship by the

(continued on page 41)

## CHILD CARE AND PROTECTION

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### KINGSTON HAS CRUSADE FOR CHILDREN

A "CRUSADE FOR CHILDREN" was the title of a campaign of the late autumn, sponsored by the Children's Aid Society of Kingston and Frontenac County, Ont., to stimulate community interest and raise a budget for new features on its programme.

Kingston's Mayor C. P. Dalton, Honorary Chairman of the campaign, officially opened the "Crusade" in a radio programme in which the work of the Society was described. An intensive publicity programme used the media of the press, the radio, direct mail appeals, and an ambitious speakers' schedule. Many interested men's and women's groups heard addresses on the needs of the work, and conditions encountered by the officers of the Society. Emphasis was placed upon the necessity for a more effective preventive programme and for an additional social worker on the staff to develop this department. A comprehensive manual of information was given to all voluntary workers in the Crusade, and an attractive printed booklet was given wide distribution in the city.

The week of October 25th to 30th was set aside for the formal part of the Crusade and during that week a special campaign headquarters was maintained. On the previous Sunday the objects of the Crusade were mentioned from the pulpits in a number of the local churches.

For its financial appeal the Society confined its general canvass to a letter appeal in view of a number of other city-wide campaigns, but a smaller personal canvass was also organized on a selective basis. The proceeds of the general campaign, together with those of a tag-day held in a number of County villages, and other related enterprises amounted to \$2,000 and a social worker has been engaged to assist Mr. William A. Morrison, Superintendent, in the Society's heavy responsibilities. Apart from the financial returns, officers of the Society feel that a lively interest in the work has been aroused, and that its essential objectives and methods have gained an understanding and appreciation which was not apparent before.

A comparison for certain months of operation in 1936 and 1937 indicates that field visits and office interviews had increased almost four-fold in 1937. As of September 1st, 1937, the Society had 256 children under supervision of whom 153 were wards and 103 non-wards.

M. B.



## PUBLIC WELFARE SERVICES

### TRENDS IN PUBLIC WELFARE, "SOUTH OF THE LINE"

#### Early Depression Years 1930-31

**I**N THE United States, as in Canada, the rapid development and very prosperity of the country in the late nineteenth and early twentieth centuries meant that there was comparatively little preparation on a national scale to meet any sudden emergency of civilian need.

Of course, in times of emergency conditions due to war, famine, flood, etc., reserve machinery and resources had always been easily mobilized.

The fact that both countries were federal states, with consequent divided jurisdiction as between the local, and state or provincial, and Federal or Dominion, units of government also contributed to the lack of any adequate national planning such as had characterized older industrial democracies in the post-war period. But, on the whole, in both countries, responsibilities generally for the alleviation of distress rested with the civic welfare services or depended upon voluntary agencies and resources. In the United States, several of the states were gradually evolving comprehensive and state-wide welfare programmes but usually designed for the alleviation of particular forms of distress, (e.g. Mothers' Allowances, etc.) There was no nation-wide provision for social insurance of any type; for assistance to the aged; or for federal participation in the alleviation of dependency arising from idleness, premature death, breakdown or sickness of the breadwinner, etc. Most of the local provisions were based on poor law practice, deriving either from the Elizabethan Statutes or from adaptations of these in the early history of the New England States. Consequently, the United States was as ill equipped as Canada for the widespread need, arising from the sudden economic collapse of 1930, and strove desperately to meet its mounting tide by throwing emergency funds and resources into existing voluntary, municipal or state services, and by routing applications and service through these channels.



In the first few months of the crisis, private funds and programmes sought to struggle with a hopeless situation, but in 1931, first New York State and then several other states, realizing that the local authorities and voluntary services could no longer hold the fort, assumed responsibility for unified state-wide programmes of public relief, with little uniformity, however, in pattern or practice.

### **Reconstruction Finance Corporation 1932**

Though the Dominion unit of government had come to the aid of the hard-pressed provinces and municipalities in Canada in 1930, it was not until July 1932 that Congress authorized the Reconstruction Finance Corporation of the United States to lend funds\* for relief purposes to state and civic authorities up to a maximum of \$300,000,000.

Meanwhile, in March 1933, the federal Administration had changed. By May, though special relief works and the Civilian Conservation Corps had already been set up, extra appropriations were obviously needed and the Federal Emergency Relief Administration was authorized, with appropriations of \$500,000,000. One-half of this sum was provided for direct federal grants to states on the basis of one dollar of federal funds for three dollars of state and local funds, and the other half for grants to states where, because of financial conditions, special arrangements were necessary. The "F.E.R.A." called for corresponding "E.R.A." set-ups in each state.

The F.E.R.A. programme provided both material and work aid, but the F.E.R.A. projects were superseded the next winter by the C.W.A. (Civil Works Administration) which, taking half the persons employed from relief rolls, was entrusted, for administration, to the same agencies administering state and local material aid. During the F.E.R.A. regime, federal aid was also voted to (1) special public works, under the Federal Public Works Administration in the Department of Public Works; (2) to teachers and students, under special workers education, vocational training, parent education and college aid projects; (3) to rural rehabilitation through loans or supplies for needy farmers; (4) to the Civilian Conservation Corps; and (5) to a special federal "Transient Service" which provided special aid, from federal funds, for the care of transients at shelters and hostels, etc., operated by the states.

### **The Third Phase—Insurance and Social Security**

A widespread belief that the material alleviation of distress should again pass to state and local authorities led to a complete

\* Originally repayable, these obligations were waived in 1934

change in programme and policy in January 1935, whereby a huge works programme was launched to afford employment at a "security wage" to all able-bodied persons, shown to be in need due to the depression, and federal measures were announced to encourage the establishment of state systems of unemployment compensation and of contributory Old Age pensions.\*

### *"Categorical Relief"*

This new programme automatically implied that all other classes of those in social need would revert to state and local responsibility, but the Social Security Act, signed on August the 14th, 1935, provided for grants-in-aid from the federal authority to the states, for assistance in the provision of (1) Old Age Assistance to non-insured, or non-insurable aged, or to insured persons with inadequate benefit; (2) Assistance to dependent children under sixteen years of age whose parents were dead or incapacitated; (3) Assistance to blind persons.

These three measures were entrusted for administration, as "categorical relief", to the Social Security Board which, through its Old Age Benefits Division and its Unemployment Compensation Division, was also entrusted with the other large scale insurance features of the Social Security programme.

### *Special "Grants-in-Aid"*

Provision was also made for special grants-in-aid to the states, in the development of services in public health, and in three lines of special state services,—(1) in maternal and child hygiene; (2) in the care and treatment of crippled children; (3) in rural child welfare programmes.

### *W.P.A.*

By federal enactment federal funds were also made available for a regular public works programme, under the Public Works Administration, (P.W.A.); for the continuance of the Civilian Conservation Corps; and for a special federal relief works programme under the Works Progress Administration (W.P.A.)

Five federal services participate, respectively, in the administration of these latter phases in the United States social aid programme,—namely, the Children's Bureau, the Public Health Services, the Office of Education, the Treasury Department, and the Post Office.

\* These two provisions form the purely "social insurance," as distinct from assistance and relief, provisions of the U.S.A. programme.

## Present Programmes and Problems

It is "out of the organization and re-organization of programmes to give relief to persons in need" that there has emerged what the Social Security Board\* describes as "a complex structure of federal, state and local administration." This structure, it is suggested, may be best analyzed along three lines,—(1) the method of financing,(2) the nature of administrative responsibility, and (3) the classification of recipients.

### (1) *Financing*

"Federal funds for relief in (September) 1937 were provided under the Emergency Relief Appropriation Acts of 1935, 1936 and 1937, an act of 1937 separately financing the Civilian Conservation Corps, and the Social Security Act of 1935. State and local relief funds were provided by a variety of methods.

### (2) *Administrative Responsibility*

"Administrative responsibility was divided not only among Federal, State, and local agencies but among several agencies on each governmental level. The Federal program was administered by the Works Progress Administration, and National Youth Administration, the Social Security Board, the Farm Security Administration, the Civilian Conservation Corps, and other agencies.

"Only one part of the Federal program is administered directly by the Federal Government, however, and the States and localities play an important part in relief administration.

"The number of different State agencies, administering or supervising the administration of the several forms of relief in any one State, has been reduced greatly since 1935. By September 1937, these programs were being administered by a single department of public welfare in 30 States. However, in the remaining States it was not uncommon for the administration of these programs to be divided between two or three separate State agencies.

"On the local level it is estimated that about 5,000 agencies were administering assistance to persons in need in September. In a majority of States the county is the smallest administrative unit for public welfare and relief. In others, however, township trustees, town commissioners, and town supervisors of the poor have been charged with responsibility for the new as well as the older forms of relief. Where the local unit is the county, it is generally true that all relief functions are exercised by a single

\* Public Assistance. Vol. II, No. 9, from which these abstracts are taken.

county department of public welfare, but there are some States in which even the county administration is divided among several officials or agencies. It is also true that in a few States general relief is administered by local agencies without supervision by a State agency.

### *(3) Classification of Recipients and Help*

"Even the classification of persons in need is complicated by overlapping responsibilities and intricate interrelationships. In general, the Federal Government has undertaken responsibility for employable persons and youths and has provided for grants-in-aid to the States for assistance to special groups such as the aged, the blind, and dependent children.

"State provisions, on the other hand, vary greatly. All but one of the States have plans approved by the Social Security Board for at least one of the special types of assistance under the Social Security Act, but some provide assistance outside the Social Security Act for one or more of these three special groups because the State legislation and administrative policy have not made Federal participation possible. Some States also provide aid for employable persons because Federal funds are insufficient. In certain States funds are made available from the State treasury both for the special groups mentioned above and for general relief to the residual load, but in others the residual load of unemployables and all persons who do not come within any special class falls upon the local governmental agencies.

### **Five Main Programmes**

"It appears, therefore, that a description of this complex structure requires a brief résumé of the five principal programs through which the administration of public assistance to persons in need in the United States is now directed. These are: (1) the Works Program, (2) emergency subsistence payments to farmers under the Farm Security Administration, (3) special types of public assistance under the Social Security Act, (4) similar special types of public assistance administered outside the Social Security Act, and (5) general relief.

#### *(1) The Works Program*

"The Works Program is the general designation for the relief activities of several Federal agencies which are financed from the Emergency Relief Appropriation Act and are coordinated by the Works Progress Administration (established in 1935 as mentioned above).

" Since that date two major changes have taken place in the program: The Civilian Conservation Corps has been made a permanent agency separately financed, and the Resettlement Administration has become the Farm Security Administration.

" The general purpose of the Works Program is to provide security wages to employable persons in need who are unable to secure employment in private industry. This general purpose, however, has been expanded, particularly in the direction of providing employment and educational opportunities for young people through camps and educational activities.

" Of the Federal agencies included under the Works Program, the Works Progress Administration has been the most important, operating locally sponsored works projects in all the 48 States, the District of Columbia and the several Territories.

### (2) *Emergency Subsistence Payments to Farmers*

" The Farm Security Administration (formerly the Resettlement Administration), as part of its rural rehabilitation program, makes subsistence grants to farmers whose " resources are inadequate to meet subsistence requirements, to maintain health, and prevent human suffering." Emergency subsistence grants are not repayable and should not be confused with loans made to farmers under the rural rehabilitation program. Both are financed entirely with Federal funds made available under the Emergency Relief Appropriation Acts of 1935, 1936, and 1937.

### (3) *Public Assistance Under the Social Security Act*

" Under the Social Security Act, the Social Security Board\* in February 1936 began its program of grants-in-aid to States for public assistance (described above). Many States already had statutory provisions for assistance to these special groups prior to the Social Security Act. For the most part, these were enabling acts, permitting the local governments to tax for and grant such assistance. In some States these local units had become unable to finance the program or were unwilling to do so alone; consequently many of the dependent persons in these groups were on the general relief rolls in 1935 and the special legislation was partly inoperative.

" One of the significant features of the Social Security Act is its requirement that the initiative for providing public assistance be taken by the State. Unless a State plan is presented for the approval of the Social Security Board, no Federal grant for public assistance can be made to the State.

\* Consisting of three members, appointed by the President for a term of six years.



"Because the Social Security Act requires that the State plans must be operative throughout the State and that State financial participation must be provided before Federal funds can be made available, the effect of the act has been one of immediately strengthening and extending this program of public assistance throughout the United States.

"Another requirement of the Social Security Act has an effect of great significance upon the State plans for public assistance. This is the requirement that the State either must administer directly the special types of public assistance or must supervise the administration by local governmental agencies.

"The Social Security Board, through its Bureau of Public Assistance, is responsible for approving State plans in the light of these and other requirements specified in the Social Security Act. In addition, it must review the actual operations under these plans and from quarter to quarter must certify the quarterly grants to the United States Treasury before payments can be continued to the States.

(4) *Special Types of Public Assistance  
Not Under the Social Security Act*

"Some States were not able to take advantage of Federal funds for public assistance under the Social Security Act when these funds were made available on February 11, 1936. During the period from February 1936 through July 1937 certain States were administering old-age assistance from State and local funds without Federal participation. By August 1937 all States administering old-age assistance were participating under the Social Security Act. Nine States, however, were still administering aid to dependent children without Federal participation and in eight States aid to the blind was being administered under other than the Social Security Act.

(5) *General Relief*

"General relief is best described in terms of the residual load after the subtraction of all the groups for which special provision has been made. Its coverage is broader than the group of "unemployables" since employable persons can and do receive general relief when employment under the Works Programme is not available. General relief also may include aged persons, blind persons, and widowed mothers with their dependent children in States in which no special provision has been made as yet for these groups, or in which the program for the special groups is inadequately financed.

"Under the Federal Emergency Relief Administration the States received funds which were used not only for works projects for the unemployed but also for direct general relief to all classes of needy persons. By December 1935 final grants to the States for general relief purposes had been determined by the Federal Emergency Relief Administration and the continuing responsibility for this form of public assistance fell upon the State and local governments. To describe the resulting general relief situation in the United States as a "program" is a matter of convenience rather than technical accuracy. In general, the States gradually assumed the greater part of the financial burden for this type of assistance, but in 14 States, in September, local funds were still the only source of direct assistance. Both State and local funds were being used for this purpose in approximately two-thirds of the States, and in three States a general relief program was financed entirely by the State."

### **How It Strikes a Canadian**

Superficial contacts with some of the personnel entrusted with the problems of administration and with their solution leave the Canadian visitor with an impression of a rather uneven development in state and local programmes, and of a widespread reliance of large sections of the population upon aid, granted under different heads and categories, but all flowing from public funds through one of the three channels of federal, state or provincial taxation. Undoubtedly on the whole, a greater sense of security has been brought to many citizens, and casualties of old age, child dependency, handicap and idleness have been somewhat met.

However, there seems to remain, partly because of the lack of reconciliation of differing jurisdictions, a large residue both of bona fide unemployed and of unemployable persons, dependent either upon the uncertainty of voluntary funds or upon help through local or state funds. In these local provisions the development of comparable programmes in different states appears slight. This unevenness of development among the different states and within parts of the same state, characteristic, as well, of Canada, cannot but contribute to a shifting of dependent population, adding in turn to the problems of non-residence and migrancy.

### **Administration**

While legislative provisions have been extended rapidly in the federal and state spheres in the last year and a half, there seems some doubt as to whether its results are fully effective in

protecting and enriching the lives of the people. This is possibly inevitable for administrative machinery and personnel could hardly be summoned into existence, simultaneously with the emergence of the insurance and security measures of the last few months. As already stated, many of the states had evolved very slight provisions either for administration or programmes under the old Federal Emergency measures, and in these same states, in some cases because of inadequate financial resources, in others because of inability to meet administrative standards prescribed federally, state advantage has yet been taken of the Social Security measures. But the greater number of the states availed themselves almost at once of the provisions for federal assistance in the relief of the aged and the blind.

The prescription of federal standards, as a basis of each state's admission to "categorical relief" funds or special grants and the insistence by the state, in turn, upon certain minimum terms in its distribution of funds to local units, is undoubtedly tending to raise the general standards of personnel and administration, and of actual distribution of relief and service to persons in need. In the important question of personnel, the problem arises of carrying over staff from emergency administration to the permanent public services, and many of the emergency staff, while lacking special academic or training qualifications, are proving valuable and experienced officials in general administration. The blending of new staff, technically qualified, to supervise and direct the application of these technical measures of aid, with old staff of broad experience but in narrower fields, is offering a challenge to many a state administrator. In many of the states special training "on the job" is being given and grants are being made for the initiation of programmes with further reimbursements, conditional upon adoption of certain standards and personnel.

#### *Generalized or Specialized Service*

Experimentation is also being carried on as to the value of generalized services over a small area, or specialized services over a larger area. There seems to be common agreement that the generalized worker or the generalized service may be necessary in small rural areas, with supervision given from specialized senior executive staff, but there is a division of opinion as to whether the generalized worker in one unit of an urban district is justified, or whether most satisfactory results in the urban centres are not to be anticipated from the maintenance of specialized staff, giving special service in each particular type of need. Of course, one difficulty arises in the application of this latter policy, that of

different, specialized workers visiting the same home which may be in receipt of two or three different types of aid, such as old age assistance, children's assistance, and veterans' assistance, or general relief.

\* \* \*

The very immensity of the United States programme defies assessment of its progress or effectiveness at such an early stage in its development, while the recession of recent months threatens local and state services again with an intake of so-called "emergency" proportions.

Now surmise is rife as to whether these new or adapted services, faced with the mounting waves of unemployed in need, are to revert to emergency mass intakes, or whether, once again, "emergency services" are to be extended to deal with the victims of the recession, and these other services be left to develop permanent provisions and machinery for handling "ordinary need." The whole situation is, at present, somewhat confused. That the world's largest single unit of democratic government has set about putting the principles of a broad public philanthropy and of comprehensive community provisions for individual need into day to day practice there can be no doubt: that the task will put the great Republic's known genius for administrative efficiency to the severest test of its history, there can equally be no doubt. Upon the success or failure of the essay there hangs more than the social security of the citizens of the United States alone.

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### UNCLE SAM COUNTS HIS IDLE

The results of the voluntary registration of the unemployed of the United States, conducted between November 16th and 20th 1937 were announced on January 10th. They set the total of the idle between 7,822,912 and a possible maximum of 10,870,000.

The findings showed 7,822,912, registering directly as idle and wanting work, while a simultaneous house-to-house canvas in selected areas indicated that this total was but 72 per cent complete.

John D. Biggers, administrator of the census is reported by the Associated Press, as pointing out that it is not to be assumed that "because a certain number of people are jobless, the same number of jobs must be created to bring a return to normal conditions." He explains:

"When the usual family bread-winner is idle, two or perhaps more members of the family may enter the labor market. Con-

versely, when the breadwinner is satisfactorily re-employed other members of the family may withdraw from the labor market.

"Then, too, it should perhaps be emphasized, that the number of people who reported themselves as unemployed should not be confused with the number of people who need financial assistance or relief. Many people consider themselves unemployed who are financially not compelled to work.

"Irrespective of their need, when they seek employment, they enter the labor market and compete with others who have jobs or vitally need jobs. They are therefore, a factor in the unemployment problem though they may never seek relief."

### **Emergency Group**

Of the 7,822,812 who reported themselves unemployed, a total of 2,00,877 were emergency relief workers. Women who voluntarily registered as out of work comprised 1,996,699, including those doing emergency relief work.

"We do not claim provable accuracy for any one figure," the report continues. "The true number of those who considered themselves totally unemployed, able to work and wanting work, in our opinion lies between 7,822,912, the number who responded to the registration and 10,870,000 the number indicated by the enumerative census."

The voluntary registration was conducted through questionnaires left at every house by the mailman. House to house canvas reached 1,950,000 persons, and indicated only some 72 per cent of the unemployed voluntarily reported themselves as occupying that status.

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### **INDUSTRIAL CORPORATIONS AND SOCIAL SECURITY**

At a time when public opinion is earnestly concerned with the provision of social security for the population of low income, and is exploring the equitable distribution of its costs over different units of government and over public and voluntary effort, it is refreshing to learn how far one of the great private industries has gone in the practical development of the principle of protection and security for its own workers.

The year just closed marked the "coming of age" of a substantial plan of non-contributory pensions granted to retired and disabled employees by the Swift Canadian Company. In August, 1916, this corporation introduced a trust, the funds of which are kept entirely separate from business operations and invested in high grade and well diversified securities. Employees who have a



long and unbroken service record may apply for superannuation, within the terms of the pension conditions, the pension funds being provided entirely by the Company.

Sickness benefit is available, also entirely at Company cost. Under this provision, an employee retained by the Company continuously for two years may receive quarter time pay in case of sickness for such reasonable period as the Company may decide, having regard to all the circumstances, and half-time pay when illness follows upon fifteen or more years of continuous service. The periods of sickness benefit increase with the length of service.

These benefits are quite distinct from obligatory payments under the Workmen's Compensation Act or the benefits of the "Employees' Benefit Association". Membership is purely voluntary in the "Employees' Benefit Association", and the employees who join contribute to a fund from which benefits are paid in case of sickness or accident, or to their dependants in case of death. Members of this Association may also obtain the benefit, at a very low rate, of group insurance policies in amounts ranging from \$2,000 upwards.

In an industry, necessarily subject to broken employment, the Company guarantees the equivalent of 40 hours pay weekly to hourly paid employees if they are retained in the employ of the Company until the end of the pay week and providing that their crew works less than this during that pay week. If an employee is laid off, because of fluctuating receipts of live stock, before the end of the week, the 40 hour guarantee is reduced proportionately for the number of days he is on the payroll.

The Company has also pioneered in granting vacations with pay, — one week's vacation for employees with two years or more continuous service; two weeks' vacation for men and women with five years or more of continuous service; and three weeks' vacation for women of fifteen years and men of twenty years of continuous service.

The promotion system prevails in the advancement of junior staff to senior posts. In a recent survey it was found that 80 per cent of the executive force of the organization began at the bottom of the ladder; 15 per cent in slightly higher positions, and 5 per cent, consisting largely of professional and technical men, began in various managerial positions.

In the vexed question of employee representation, the Swift Canadian Company provides an assembly, composed of an equal number of employee representatives and management representatives, with the former elected by secret ballot for a term of one

year by their fellow employees, and the management representatives appointed by the Company. Only those are eligible for employee representatives who do not have the authority to employ, discharge or discipline other employees. This assembly meets regularly once a month, and every employee is instructed upon joining the Company that he may communicate directly, through the elected representative in his department, with the employees' representatives on any question, making his approach in the first place through his foreman, but if his case is not attended to, then going directly to the elected representative.

The Swift Canadian plans of industrial co-operation and security are based on the principle outlined by the founder of the Swift interests, "I can raise better men than I can hire".

C. W.

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#### REGINA HAS FOUR CIVIC COMMUNITY CENTRES

*(continued from page 23)*

Band, consisting of 35 pieces, which is organized and sponsored by the Community Centres, and receives wonderful cooperation from the members.

In order to interest adults in activities of the newly organized Community Centres, Parents Clubs were formed, consisting of parents residing in each of the Community Centre districts. This proved highly successful in extending and maintaining a fine community spirit, which is essential in building public recreation centres.

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#### THE MENTALLY ILL IN AMERICA

*(continued from page 27)*

National Committee for the preparation and development of this work.

Against this historical backbround, the book describes the emergence of the American mental hygiene movement, analyzes existing legislation in the United States, describes modern trends, outlines objectives in the developing mental hygiene programme, and contains, in addition, an extremely valuable bibliography of over 400 titles.

The book is priced at \$3.00 and is available from the National Committee for Mental Hygiene.

C. W.



## COMMUNITY ORGANIZATION

### CANADIAN CHESTS NEAR THREE AND HALF MILLION

**F**IFTEEN Community Chests in Canada netted close to three and a half million dollars in 1937 appeals according to interim figures supplied to the Canadian Welfare Council office at the close of the year. Comparable totals for 1936 and 1937 show a net gain of 4 per cent over the previous year's results. This compares with a gain of approximately 3 per cent in the United States autumn campaigns. Not included for purposes of percentage comparison in Canada are part of the total reported for the newly formed United Jewish Welfare Fund in Toronto, which was a much more inclusive appeal than that of the Federation of Jewish Philanthropies the year before, and the splendid total recorded by the Victoria Community Chest in its initial appeal in 1937. With the inclusion of new or enlarged appeals in 1937, the aggregate total of funds raised through the Community Chest method in Canada represents an increase of approximately 9 per cent over that of 1936. Close to 350 charitable agencies participated in these joint appeals which aggregated \$3,485,614 in 1937.

In percentage gains the Regina Community Chest, and the Hamilton Community Fund led the field with gains exceeding 30 per cent and 17 per cent. These two campaigns showed disappointing results the previous year and many improvements in campaign organization, especially in the preparatory period, contributed to the better results in 1937. Five other campaigns for which comparable figures are available surpassed the previous year's results by substantial margins, and the remainder, whether slightly above, or slightly below, are close to the 1936 returns.

#### **Some Cities Have Plans Well Advanced for 1938**

With the ceremonious presentation of its symbolic "Chest" to next year's Campaign Chairman at the closing campaign dinner, the Vancouver Welfare Federation announced substantial progress in the building of its organization for 1938. The names of the Campaign Chairman, Vice-Chairman and Women's Division Chairman for 1938 were announced on the closing night of its October campaign and several other Division Chairmen had been secured before the close of the year. At the end of December the Federation

for Community Service in Toronto had also secured its Campaign Chairman and a number of Division Chairmen for 1938, the Federated Charities of Montreal had its organization well advanced and expected to announce the Campaign Chairman early in the New Year, and the Hamilton Community Fund was making every effort to fill its key positions for 1938 with considerable promise of success.

The advanced period of initial organization, allowing the Campaign Chairman the better part of the year to prepare for the many responsibilities of the campaign itself, reflects a policy that is pushed much more vigorously than in former years by Community Chest organizations in Canada. It reflects, too, a greater appreciation of the responsibilities involved, on the part of those who accept important posts for the campaign.

There is also a trend toward the development of greater continuity and cumulative strength through the "promotion" of senior Vice-Chairmen to the Chairmanship, both for the campaign as a whole, and for important divisions. Under this practice senior posts in the campaign organization are filled with a view to the future as well as present possibilities, and the difficulty of filling the highest offices is minimized. This practice of looking two or three years ahead in campaign organization is perhaps especially useful in smaller centers where there are not so many business executives who have had the experience of building a large organization, and it is especially valuable in building the women's organization. The alternative has all too frequently been a dependence upon the same people year after year which wears down the most abundant enthusiasm in time and builds very little toward the future.

### **Greater Victoria Succeeds in Initial Campaign**

The Victoria Community Chest met with heartening success in its first appeal last November. At last report the subscription total was in excess of \$85,000 on an objective of \$72,615. This result is attributed, not alone to the splendid organization of the campaign itself, but also to the work of the Council of Social Agencies over the previous eighteen months in developing effective cooperation among the community's social agencies. A major project of the Council during that period was a cooperative study of central financing in which most of the member organizations took part.

The organization meeting of the Council of Social Agencies of Greater Victoria took place in June 1936, following informal discussions and meetings which had extended over the better part

of a year. Twenty-one organizations joined in the membership. Early in September monthly meetings were inaugurated, and in November of that year the Council joined with the Canadian Welfare Council in sponsoring the regional welfare conference in Victoria which constituted one of a series of such projects throughout Canada in 1936. Studies of various subjects were initiated at the request of different agencies, in the following months, and a special committee was appointed to undertake one of particular interest, with regard to central financing. The study included an appraisal of existing methods of raising money locally and the active participation of the agencies in the Council made this enterprise a truly cooperative one.

### **Plan Initiated Early in Year**

Early in 1937 the Committee was requested to prepare a draft plan for Victoria, and following its submission fifteen agencies agreed to join in a financial partnership. Others joined later and twenty-three in all participated in the November appeal. A representative Board was chosen in May and held its first meeting in the first week of June when an Executive Committee and Budget Committee were appointed. The Executive Committee was requested to commence the building of a campaign organization. The successful campaign was conducted under the direction of Mr. Frank Paulding, loaned to the Community Chest by the local Y.M.C.A.

The canvass was conducted through five divisions. Division A, charged with responsibility for about two-thirds of the campaign objective, undertook a selective canvass along the lines of a special names committee. Division B covered the business districts, and Division C (the Women's Division) was assigned to the residential areas. Their small quota, reflecting modest expectations from the women's group, was nearly trebled in the returns recorded, and the Women's Division has undoubtedly achieved a position of importance to the success of future campaigns in Victoria. Division D undertook responsibility for the industrial canvass, and Division E, assumed a parallel task in the canvass of public services. The friendly reception accorded the canvassers generally, reflected an effective programme of community interpretation carried through prior to the campaign, and the important influences which undoubtedly radiated from the boards and friends of the various participating agencies whose cooperative action, after careful preparatory study, had brought the Community Chest into being.



## Tabulation of Canadian Results

The following figures for Canadian Community Chest results are taken from unofficial reports received up to the time this Bulletin went to press. The returns in some instances are as yet incomplete, or are estimates of the final totals anticipated at this time. These figures will therefore be subject to some correction at a later date. It is to be noted also that the Federation of Jewish Philanthropies of Toronto, one of the oldest of the Canadian Federations, is now a participant in the enlarged appeal of the United Jewish Welfare Fund which was described in the previous issue of this Bulletin.

	Raised 1936	Raised 1937
Halifax Community Chest.....	\$ 59,027	\$ 58,000
Montreal—		
Federated Charities.....	734,020	759,500
Federation of Catholic Charities.....	191,215	192,746
Federation of Jewish Philanthropies.....	282,125	285,000
Federation des Oeuvres de Charite Canadiennes-Francaises.....	349,955	380,212
Toronto—		
Federation for Community Service.....	496,000	516,000
Federation of Catholic Charities.....	104,223	103,500
Federation of Jewish Philanthropies (now participant in United Jewish Welfare Fund).....	75,000	
United Jewish Welfare Fund.....		155,000
Ottawa Community Chests.....	150,181	151,069
Hamilton Community Fund.....	92,096	108,300
Winnipeg Community Chest.....	288,864	285,000
Regina Community Chest..... *	36,937	45,251
Vancouver—		
Vancouver Welfare Federation.....	325,813	342,000
Catholic Charities of Vancouver.....	16,300	18,325
Greater Victoria Community Chest.....		85,711
	<u>\$3,201,756</u>	<u>\$3,485,614</u>

\* Including \$3,000 raised in a supplementary campaign which extended into 1937.

M. B.

## PUTTING SOCIAL WORK ON EXHIBITION

BERT BEAUMONT

Managing Director, Children's Aid Society, Hamilton, Ontario

**T**O SEE three thousand people taking a personal interest in the Social Work of a City in one day is a rather unusual sight. When the Hamilton Council of Social Agencies closed its first Exhibition of the work of its forty-five member agencies, the register showed that this was the number of people who had actually passed through the doors of Hamilton's largest hotel where the show was being held.

From the moment when His Honour, the Lieutenant-Governor of Ontario, opened the one day Exhibition before a group of the leading citizens of the city, on the morning of Friday, October 8th, 1937, the whole day was crowded with events. Interpretive displays of all descriptions adorned the various booths. Orchestras and bands contributed a musical programme, and various forms of entertainment went on continuously. There was not an idle moment. At times the crowd became so large it was necessary to control the traffic.

It all began last April when the Executive Committee of the Council were trying to plan some way of putting the work of the Council before the public. Someone suggested an Exhibit. The suggestion was approved, and a special subcommittee was set up to carry out this plan. Arrangements were at once made for the use of the large ballroom at the Royal Connaught Hotel and each member of the subcommittee assumed definite responsibilities for this ambitious undertaking in cooperation with members of the various social agencies. In this manner, arrangements for booths and hotel accommodation were allotted to one person; publicity to another; printing, formal opening, decoration, art displays and literature, etc., were all under the direction of various committee members.

Before the end of June, the work was well under way and every one of our forty-five agencies had offered its enthusiastic support. The technical schools of the city had become interested in the project and had already drawn up a series of posters and advertising cards. The Big Brothers Association had printed several thousand personal invitations, and arrangements had been made to borrow eight by ten foot booths as well as tables to be used for the various displays. By this time each agency had outlined the type of exhibit it expected to place before the public. The Lieutenant-Governor had consented to officiate at the opening

and business firms had offered the use of their equipment and staff to make the Exhibition a success.

By September it was only necessary to arrange the details and like a well organized army ready to enter a campaign, every agency stood ready to put over the Big Show. On October 8th, the day of the Exhibition, everything was in order and the arrangements went through with clock-like precision. Thirty-seven agencies placed their work before the public with each booth planned and decorated in a different way. Many agencies had borrowed various moving mechanical devices. In all it was a dazzling affair. Every visitor was met at the door and welcomed, while guides explained the work of the different agencies. Flood lights blazed during the afternoon and photoshoots were taken of the various booths. Literature describing practically every agency was distributed to the guests as they moved among the various booths. The Y.M.C.A. showed moving pictures continually throughout the day. The Big Brothers ran a printing press. The click of the typewriter could be heard constantly as the blind typist wrote a series of letters. Mickey Mouse drew attention to the work of the Children's Aid Society. While to the delight of everyone, the Red Cross and Hamilton Health Association served tea without charge.

During the day a continual display of entertainment was arranged on the stage with marches, drills, tap dancing and acrobatic work. The orchestra from the National Institute for the Blind played during the afternoon, being relieved in the evening by the Salvation Army Band. Everyone entered into the spirit of the affair. Even the old ladies from the Aged Women's Home enjoyed the show so much that they insisted on staying in their booth until the Exhibition finally closed. It will be a day long to be remembered in Hamilton.

### **Results Tangible and Worthwhile**

What were the results of this Exhibition? Was it worthwhile? Various opinions expressed have shown that it has created a very definite atmosphere of good will, team play and friendship among the various agencies. Each agency became better acquainted with the work that the others were doing. Boards of Directors turned out in full force and perhaps for the first time in some cases saw how their own organization fitted into the general scheme of social work. Most of the people who came were amazed at the variety of work being done and the excellent standard maintained by the agencies operating in the city. Newspapers gave front page articles

with pictures, and the leading citizens felt themselves definitely drawn into the social work field. It proved to be a great stimulus in social work thinking. There is a very definite demand that the Exhibition should be put on another year and held over a two day period so that it could be seen by many others.

There is no doubt that such an undertaking entails considerable work and effort on the part of the agencies concerned but the Executive of the Council feel that an Exhibition of this type has lasting results bringing the work of the agencies before the public in a way that is not easily forgotten. It has given an impetus to social work throughout the whole city.

\* \* \*

EDITOR'S NOTE : Mr. Beaumont very kindly supplied some additional information in regard to costs, methods of recruiting attendance, etc., which we felt would be of practical interest and value to the readers of this Bulletin.

The cost of each exhibit ranged from \$2.50 to \$25.00 and was borne in each case by the agency concerned. The minimum of \$2.50 was charged to all by the committee to cover the cost of erecting the booths. In advance of the Exhibition each agency was supplied with a plan of the complete lay-out. The assistance of advertising experts was solicited and given generously and the exhibits, it was felt, conformed to good advertising standards and interpreted effectively, on the whole, the essential objectives in the various types of service.

Of particular interest was the exceptional attendance record for a one day Exhibition, recruited with practically no advertising cost. The press gave splendid cooperation in advance publicity, but personal invitations were the essential factor. Each agency was given one hundred tickets for personal distribution to friends and others interested. One member of the publicity committee recruited a member from each of the large women's clubs for her committee, and each of these women undertook to bring the Exhibition plans before her own organization. Another subcommittee of twelve women visited the large industrial plants and extended personal invitations to the office staffs and representatives of the factory workers. An inexpensive catalogue with printed cover and mimeographed inside pages was distributed to the quantity of 2,000 to those in attendance during the day.



## DELINQUENCY AND RELATED SERVICES

### THE PROBLEM OF THE JUVENILE AND YOUTHFUL OFFENDER

CANADIAN WELFARE COUNCIL SUBMISSIONS TO THE  
ROYAL COMMISSION ON THE PENAL SYSTEM

IT WILL be recalled that in February 1936 the Dominion Government appointed a Royal Commission, with wide terms of reference, to inquire into and report upon the penal system of Canada. The specific terms of inquiry were broad, including "co-operation between governmental and social agencies in the prevention of crime, including juvenile delinquency, and the furnishing of aid to prisoners upon release from imprisonment". The Board of Governors of the Canadian Welfare Council appointed a special committee under the chairmanship of Mr. Harry Atkinson, Superintendent of the Manitoba Provincial Boys' Home, to prepare submissions which might be offered to the Commission. Mr. Atkinson was able to enlist the active co-operation of a broad group of workers in this field and members of the Council from coast to coast, and as the result of their suggestions, a brief has been prepared and forwarded to the Commission.\*

The Council memorandum reviews the original and basic concepts in juvenile protection in Canada, pointing out that

"It is essential to appreciate that in the social unit of the Canadian family parental guardianship is of fundamental importance. It is a generally accepted fact, crystallized in our laws, that a minor is entitled to reasonably adequate guardianship and that this guardianship normally rests with the child's own parent or parents if they are capable of discharging it acceptably. This is fundamental in the child protection legislation of eight provinces, and an underlying attitude in relevant clauses in the Civil Code of Quebec. In social practice this means that the effort of any social agency touching the home should be grounded on the basic principle of enabling natural parental guardianship to function properly. If economic need alone threatens proper home life, assistance should be forthcoming to mitigate that need. If the threat to the adequacy of home guardianship be social in nature, the Children's Aid Society or comparable protective services should be active in strengthening or supervising the guardian-

\* Copies of the full memorandum will be made available for Council members on request.



ship which threatens disintegration. Community, health, and welfare services and the spiritual resources of the religious institutions of the community should be properly utilized in preservation or rebuilding of the structure of home and parental strengths about the child or youth. Only when, after every such effort has been made, the parent is regarded still as an unfit person to retain and discharge guardianship about a child or young person, is the drastic step of terminating or even transferring that guardianship contemplated in good social practice in any province."

The memorandum then discusses the Juvenile Delinquents' Act of Canada and the system of Juvenile Courts developed under it from 1908 to 1937. A brief description is included of the development of Family Courts in Ontario, and then considerable attention is given to the situation created by two recent decisions in the Supreme Court of Ontario, *The City of Toronto v. The Township of York*, and *Clubine v. Clubine*. The significance of these judgments in respect to Juvenile and Family Court practice is emphasized in that

"the Ontario Court of Appeal laid down that the Province of Ontario cannot confer upon a tribunal of its own creation, the judge or magistrate presiding over which is appointed by the Province, the power to determine matters which fall within the exclusive jurisdiction of the Superior Courts of the Province and that an attempt by the Province to confer such powers constitutes an interference with the right of the Governor-General under Section 96 of the British North America Act to appoint the judges of the Superior, District and County Courts in each province. The distinction laid down by this decision is that the jurisdiction of magistrates appointed by a province is limited to administrative acts and that wherever it is a question of exercising judicial powers a judge or magistrate appointed by the province is without jurisdiction."

### **The Changing Outlook**

Because of the possible Dominion-wide bearing of this decision and the uneven development of Juvenile Courts, their standards and services in Canada as a whole, and the fact that there still are large areas of the country without such benefits, the Council memorandum suggested that the whole question of tribunals hearing juvenile and family cases might be appropriately reviewed.

The memorandum further suggested that such a careful re-examination of our whole field of delinquency services in respect to juveniles and youths was dictated

" by the comprehensive and precipitate changes which have come about in the extension of welfare services, particularly to families in their own homes, in the economic collapse and need of 1930 to the present. These changes have led to frank re-examination of the entire background of public welfare provisions and of the specialized services which may deal with the family, the individual, or the child. This re-examination and exploration is not characteristic of the Canadian situation alone, but typical of conditions both in Great Britain and the United States.

" Profound economic and social changes, developing ever since the industrial revolution, were accelerated by the war and post-war adjustments. The inter-dependency of all social life, and the degree to which not only neighbourhood but national and international considerations play upon the capacity of the individual or home, is perhaps most significantly characteristic of the present epoch in social development.

" This means that the community must devise and make available reinforcing strengths to allow the individual or home to discharge, in reasonable security, those responsibilities in child and family life which, by tradition, practice and legislative recognition, the Canadian State entrusts to them. Yet social insecurity of the home is perhaps the most recurring problem in the average community to-day. It is accentuated, at the present time, by the disturbing development of 'the too old at forty' barrier to gainful occupation in most pursuits, throwing the breadwinner into uncertainty, if not dependency, and the family into fear and strain, just at the time when the children in the home are at an age to be most sensitive to such repercussions."

" Such an approach would suggest that our major emphasis in juvenile and youthful delinquency, however justified in a different day, is misplaced, to-day, if it concentrates upon protective and guidance services for the boy or girl only when he or she has acquired a 'nuisance value'\* through actual or incipient conflict with society's codes and conventions."

" Protective and preventive effort", the memorandum suggests, "must, therefore, reorientate itself, not only away from its primary concern with the wayward or pre-delinquent youth, but, to envisage the boy or girl, young man or young woman concerned, as one in a family. It must see that family itself as possibly threatened and in need, and in need that will

\* This expression is used in "Organizing the Community for Delinquency Prevention", Bulletin No. 93, Association of Community Chests and Councils, New York, October 1937.

not be alleviated nor ameliorated by specialized services, concerned only with one member, and, fundamentally, with the anti-social or pre-delinquency manifestations of that one person. Treatment must be visualized on the home or family basis.

"Under the pressure of modern economic conditions, whole groups of families or of homes in given communities can be regarded as normally exposed to such depressing forces in the sheer difficulty of living as to threaten a fairly high 'probability rate' in delinquency and social maladjustment. Just as surely as constant living on a sub-maintenance standard, poor housing, overcrowded and unsanitary living conditions, constant want and fear, render a child or youth peculiarly susceptible to ill health and disease, they will leave him equally exposed to character breakdown and the growth of anti-social behaviour. Idleness, unemployment and resultant need have come upon the average Canadian community so suddenly, so subtly, and so widely, that our social agencies have not been able to adapt themselves rapidly to this reorientation of programme and emphasis to meet needs on a whole neighbourhood or community, rather than on a merely individualized and specialized basis."

Continuing in its submission, the Council memorandum states that the first point of emphasis should be this realization that the prevention of delinquency has become, as never before, part of the whole community challenge, calling for the development of comprehensive and well co-ordinated neighbourhood, child, and family welfare services, with provision for legal discipline, punitive and treatment facilities, recognized as supplemental and available for application under particular circumstances and cases.

Secondly, these comprehensive welfare services should emphasize the place of the home and family life and must be designed to protect and equip it for its task, a task that is a continuing one and not only emphasized when an individual has broken through the structure of law or convention.

Thirdly, it is suggested that the school must be recognized as the second great agency in protection and development of young life, and that, therefore, more importance must be placed on equipping the teaching, the school nursing and the school attendance staffs to interpret "danger signals" in the child, particularly in the adolescent boy and girl.

Fourthly, this more comprehensive approach should mean a greater awareness, a more definite effort at comprehension of "danger signals" on the part of the churches, so that they and

other related spiritual forces in the community will become more socially effective in the protection of youth.

Fifthly, an attempt should be made to enlist the forces of legal discipline and the administration of justice in this protective and preventive approach to the problem, it being suggested, on behalf of agencies in particular cities, that the police should be encouraged, in the case of minor offences and maladjustments, to seek reference of the child or family first to the community's social services, then to its social courts rather than directly to the criminal or civil courts.

Conclusions of the Blue Ridge Institute and citations of the memorandum prefacing the enactment of the new Children's Bill in South Africa are cited to emphasize "concentration on origins rather than on effects", and South African opinion is cited to the effect "that the centre of gravity in dealing with delinquency should be shifted from the law courts, where it appears to be at present, to the home, the school and the community. . . . . If maladjustment arises from wrong home and community environment, the surest means of combating it is the removal of the causative factors."

### **Special Hearings in Social Causes**

As a practical application of this more comprehensive approach to the whole question, the memorandum advances the interesting suggestion of the possibility of developing inclusive Courts in Social Causes,\* dealing with children's, family, and social problem cases, and absorbing and continuing not only the functions of the Juvenile Court system, but responsibilities in the field of domestic proceedings and cases under the various social statutes. Considerable details are submitted in respect to the possible set-up of such Courts, but the exact adaptations in practice, procedure, legislation, etc., which might be involved, are not given detailed treatment, the memorandum suggesting, rather, that in some way "through the co-operation of the Dominion and provincial authorities, expressed in appropriate legislation", the difficulties arising in the Clubine decision, etc., and the steps necessary for such an adaptation as is proposed, might be worked out to enable a court dealing with family and social causes to function.

While suggesting the exploration and possible development of Bureaux of Legal Aid for persons unable to provide such services at their own cost, the memorandum states that

" thanks to the extremely fine attitude and high sense of public service of junior members of the Bar in Canada, this

\* The memorandum does not suggest a new series of courts, rather these specialized adaptations in the existing systems.

question does not emerge in serious practical form in that, by agreement among their own members, junior lawyers have been most generous in placing their services at the disposal, on an honorary basis, of social agencies and clients referred from them".

### **Treatment and Training**

Dealing with the treatment and training of the young offender, the memorandum suggests

*"conditional indeterminate sentence, which would allow a variation in the process of treatment as the individual reacted to this or that different type of care. Necessarily, this would mean that, in any case in which social diagnosis before the Court indicated that mental maladjustment was a contributory factor, treatment would be prescribed accordingly. It would therefore be directed along the lines of care, rather than from the punitive approach, and under such conditions, as would be recommended to the Court, by the competent mental or psychiatric services, recognized by province or municipality for such auxiliary service."*

On the vexed question of the age limit to which juvenile or special legislation should extend, the memorandum suggests that jurisdiction of any special courts, *"insofar as juvenile or youthful offenders themselves are concerned, should coincide with the age set under provincial enactment for child protection and similar services"*.

The memorandum further suggests that *"consideration should be given to providing special facilities for the special training or treatment of boys from sixteen to twenty-four years of age inclusive"*.

*"Such facilities, it is suggested, might approximate but could hardly reproduce the principles and set-up of the Borstal System of Great Britain"*.

Its reservations in respect to reproducing the Borstal System, the Council describes in the following terms :

*"The diffusion of population in Canada, the lack of homogeneity in background and outlook in large sections of it; the divided jurisdiction in respect to education and placement, as well as in this field, all call for the examination of special provisions which would have to apply with peculiar adaptation in Canada.*

*"In the first place, the numbers involved, outside of the two larger provinces, raise difficulties in the provision of facilities of the necessarily costly nature which adequate standards*



would involve. Offenders from sixteen to eighteen years of age before the Courts in the whole Dominion number only between thirty-seven to thirty-nine hundred per year, and those from nineteen to twenty years of age run about twenty-five hundred. Offenders actually restrained within the penitentiaries, from sixteen to eighteen years of age, number less than two hundred at any given time, while those from nineteen to twenty would run about four hundred. Altogether, inmates of penitentiaries sixteen to twenty-four years of age run about twelve hundred at any given time, and these will be found, naturally, in much larger numbers in the two penitentiaries serving the larger provinces."

The memorandum also suggests that not only the facilities for the treatment of youths in the penitentiaries, but consideration of the facilities for detention in jails and in industrial schools and reformatories, all form part of a common problem. It suggests that what is required is

*"some special provision which would make possible the establishment, on an interprovincial or Dominion-provincial basis, of intermediate facilities for the care and training of such offenders from sixteen to twenty-four years of age who might be expected, as the result of such benefits, to be re-established in community life.*

*"Having regard to the numbers and considerations involved, it is suggested that the exploration of the establishment of such facilities might be made along the lines of contemplating perhaps three such units for special care, — one located in Western Canada, and serving the Prairies and the Coast; one located in Eastern Canada, and serving Central and Eastern Canada in respect to English-speaking commitments; and one located in Quebec or Northern New Brunswick, equipped to give bilingual service."*

### **Placement**

Dealing with rehabilitation measures, the memorandum states that assurance of placement under conditions favourable to re-establishment is as important as any phase of the treatment of delinquency, and in the event of the development of the facilities proposed for the youth group, suggests the following five requirements :

"(1) The appointment to each such institution of at least one well qualified field placement and supervising officer.

(2) The development of definite employment and placement procedures on co-operative lines between the placement officer of each such institution and the representative, in the areas of placement, of the Employment Service of Canada.

(3) The constitution of special advisory and placement auxiliaries, centred about each such institution, and in the personnel of which the collaboration would be sought of such groups as, the Young Men's Boards of Trade, the Service Clubs, the Y.M.C.A., the Knights of Columbus, the Salvation Army, the Frontier College, Missions, Prisoners' Welfare and Council of Social Agencies units in the larger cities.

(4) Rather than the development of a special after-care or placement agency for all Canada, the development, through this field officer and these advisory groups, of definite contacts for guidance and after-care through existing social or community agencies in the large cities, and appropriate representatives, such as the district agricultural representative, etc., in rural placements.

(5) The conclusion of reciprocal agreements, covering the placement, on probation or in employment in one province, of persons who may be residents or committed from other provinces."

The memorandum also deals with certain problems which arise in the administrative detail of the procedure in the Courts and training schools, and suggests

"that the adequacy and soundness of the programmes offered, in probation, and in the training schools or similar services, bearing on the training and re-establishment of the delinquent boy or girl, have a direct bearing upon the problems of recidivism and the ultimate appearance of the same adolescent as a youthful or adult offender".

The memorandum then goes on to define the fundamental principles of probation and to deal with standards and practices which prevail in special training schools, on which detailed considerations are offered. One paragraph sums up the minimum requirements.

The report is accompanied by several statistical tables prepared by the Dominion Bureau of Statistics on the special request of the Committee.

C. W.

## WITH THE KINDERGARTNERS

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### THE WORLD FEDERATION MEETING

**F**IRST—a few words about the World Federation of Educational Associations Biennial Conferences. The idea was conceived by S. Augustus Thomas, Superintendent of Education for the State of Maine in 1920. The first conference was held in Maine, '23, second in Edinburgh, '25, others in Toronto, '27, Geneva, '29, Denver, '31, Dublin, '33, Oxford (Eng.), '35, and Tokio, '37.

The next one will be held in South America in '39. It is worth saving for.

The Federation has two objectives, first, development of good will and international understanding through education, and second an interchange of experience between educators of leading countries.

The Tokio session drew about 3000 delegates and crowded the halls of Imperial University. Of these the U.S.A. had the largest, India second and Canada third representation. There were 40 countries represented, 13 sections, and 240 papers were delivered by delegates from 23 countries.

#### Canadian Delegation Numbered 65

Our Canadian Delegation numbered 65 members, and our trip across Canada was a memorable one, especially in Winnipeg and Victoria where courtesies extended which we will never forget, and when we embarked from Victoria upon the beautiful Empress of Japan, we looked forward to a delightful two weeks aboard—with the usual sports and social activities.

Honolulu, in five days was our first halt, and our greeting from native singers, luncheon and motor drive were delightful. Among glimpses of their beautiful parks, university, etc., we saw native dancers, and villages, and among the tourists recognized Mary Pickford and Jeanette MacDonald—honeymooners on a magic isle.

Next morning we again set sail, and in just one week, arrived in Yokohama. Here, members of the W.F.E.A. reception committee welcomed us, addressed us in English and pinned on our badges. Then they escorted us to the train and on to Tokio where we were further decorated with official badges, as we reached the famous Imperial Hotel.

In his broadcast from Tokio, Dr. McDonald of Toronto, has done ample justice to the courtesy and hospitality of the Japanese; to their efficiency; 'on-the-minute' train service; clever motorists; and the concentrated productive methods their farmers employ; and to the fact that there are no fences and cultivation of every inch is necessary. He has also spoken warmly of the reforestation policy; of the beauty of the 'cryptomeria', one of their loveliest trees, and at Nikko we saw an avenue, twenty-five miles in length, bordered with 200,000 of these huge old trees.

Japan is a land of temples and shrines—very costly tributes to their heroes and prominent men. Their hotels are very lovely and very unusual. At Lake Yokohama we saw, at close range, the sacred Mt. Fuji. Floriculture is a fine art, and our Japanese friends spoke English very easily, which added greatly to our comfort.

At Lake Yamanaka, in an ancient farmhouse, on the verdant slope of Mt. Fuji, was held the opening of the forum on Japanese culture sponsored by the Society for International Cultural Relations. When Dr. Harada was asked, "Why do you hold this meeting in a farmhouse?" he replied, "Because we Japanese revere the old. This old building in its magnificent setting, is symbolic of the Japanese cultural spirit. Nature speaks for us, and Mt. Fuji is its greatest voice".

### **Week's Conference in Tokio**

On the next Sunday we arrived back in Tokio, ready for the week's conference. In the evening the Tokio Academy of Music entertained us at the Imperial Theatre, with Japanese instrumental music, symphonic orchestra, and a choir of three hundred voices.

Social functions and garden parties were the order of the week. Our hosts were the President of Tokio University, The Governor of Tokio, and the Minister of Foreign Affairs at the detached palace.

We saw the Nob Play Ancient Dance at the Peers Club, where we were the guests of Count Kaboyama; the Girls' Opera, "Nichi-Nichi"; the Katrika Theatre, guests of the Minister of Education, and a garden party at the Canadian Legation.

The Directors visited the Shrine of Tokio at seven o'clock Monday morning and thence to the Imperial University where meetings were held.

The assembly room which accommodated our section seated three hundred and was cooled by beautiful prisms of ice, in which flowers were frozen. After words of greeting by a Japanese

Representative, the section was handed over to Miss Frida Kruzé, of Ste. Anne de Bellevue, Quebec, who made an able chairman.

Miss Ishihara, Principal of the Training School in Thegiro, gave the first paper, in English. Her points of discussion were the ideals of education—the cultivation of the virtues of affection, gratitude, piety, obedience, sympathy, generosity, fellowship, sociability, strenuous effort, orderliness, good speech, and manners.

Miss Iwamura, of Tokio Women's Higher Normal School, and President of the Christian Federation of Childhood Education spoke on the Kindergarten as a supplement to home training in character. Kindergartens are very popular in Japan, numbering 1800, with an enrolment of 144,000. All are established and conducted by the government, and in them Froebelian principles are adapted to Japanese life. Fees, ranging from one to five yen, finance them. Programme content is much like our own.

Miss Alice Thorn, of Columbia University, New York, spoke on "The Arts", in the Experience Curriculum.

At the Tuesday session Miss Doreen Ganiloa gave a lengthy account of pre-school work in the Philippine Islands. Early Kindergartens failed for lack of finances, but gradually a complete system had grown up, sponsored by various organizations, until they were very numerous.

Reports were read from various countries. Our own Federation report was submitted by Miss Russell. The session concluded with a lively panel on "Fundamental Needs of Young Children Everywhere, and, How the School Can Meet Them".

On Thursday morning we visited four Kindergartens, two of which had busy classes in them. It was strange to find little Japanese children doing rhythms to "Comin Thru the Rye".

To those of you, who were at our recent convention in Hamilton, these notes will in some way give you an idea of Miss Russell's paper, which was lost during the day. We deeply regret the delay in programme which crowded them out of our morning session, and present them here in a feeble attempt to make amends to her and to you.

ALMA F. ROBB,  
Chairman, 1937.



## THE INDIVIDUAL CHILD

A paper presented before the National Federation of  
Kindergarten, Nursery School and Kindergarten-  
Primary Teachers, Hamilton, Ontario,  
October 23rd, 1937.

R. H. ROBERTS

Inspector of Schools, York County

**A**T THE present time we hear a great deal about the changes in education and the new concepts and procedures of educational efforts as directed by the school. We are aware of the complex changes in our social and economic life. Those of us who have lived the half of our lives have seen the changes brought about by improved lighting, rapid modes of transportation, communication facilities of the telephone, wireless and radio. The world we live in to-day is not that in which we were born but a few short years ago. There has been crowded upon us these days, the lives and customs of others. What happened to the people in China this morning is part of our knowledge this afternoon. Our emotions are stirred by the lives of those who were mere legends when we attended school.

It is an entirely new world to-day. We may look back with a sentimental nostalgia to the days that are now remembrances. But we must face the facts that those days no longer exist for ourselves, nor for the children in our schools. We have made the child part of the entire world. But the world of the child is not that of the adult. Too often, we are prone to overlook the fact that the child lives in a world primarily dominated by other children. He does not understand the relative values of many things which we, as adults, understand in the world about us. As a result the child is often-times bewildered and becomes possessed of a feeling of strangeness or insecurity. He finds it difficult to adapt himself to the changing society about him. Feelings of inadequacy, futility and loneliness beset him.

The school must know the problems of the child and prepare him to meet them successfully. It must not give him a ready-made solution nor a solution that fits an adult. It must not be too protective, but must offer opportunities for the child to work out his own solutions, however inadequate these may seem to us adults.

### **Mass Teaching Emphasizes Wrong Objectives**

It follows, therefore, that the individual child must be given more importance. If all children were from the same family possessing the same attitudes, the same social attributes, the same

moral and religious standards; if all children thought alike and felt alike, then we could give an unvaried, uniform type of education.

In the past our schools have regarded all children as the same general type. We are used to the expression, "the child is the same, the world over." Many wrongs have been committed against childhood because we have accepted this and followed it as a principle in our schools. We have standardized all children. We have thought of our schools in terms of efficiency and quantity rather than in terms of personality, and quality. Teachers have thought of a class rather than of individual boys and girls. We have even gone so far as to grade our school products. We have fixed arbitrary standards. Those who have approximated to these artificial standards we have characterized as bright. They have memorized certain small isolated bits of human information on which the teacher puts great emphasis. We even hear of so-called superior children and sometimes one hears of sub-normal children. When we use such terms, superior, bright, sub-normal, super-normal and the like, what do we mean? Are we thinking in terms of human personality and worth, or are we using the language of industry and thinking of machine made products on standardized lines?

The result of this has been mass teaching with emphasis on quantity and no consideration for quality. We hear of overcrowded class-rooms. Sometimes I wonder if those of us who are teachers are not to blame for these. We judge ourselves by quantity. Have we never read of the teacher who taught for 50 years without a failure? What does this mean? If failures are to be judged from examination results, then there is something wrong somewhere.

The school should give every child opportunities to explore for himself, to gain experiences which may be completely integrated with past experiences so that living becomes a dynamic process for him. He experiences success not by competing with others and beating them. But he faces a problem squarely, plans for its solution and works towards this. He may make mistakes, but we all learn from mistakes. Teachers should give the child a chance to make a mistake. This will mean he will have opportunities to make decisions for himself. Now the kindergarten or the primary room or the nursery school do not offer opportunities for the child to make his own decisions, you will say. Perhaps, one aspect of these schools has been the over-protection to the child.

### **Importance of the Teaching Relationship**

You will all agree with me that those of us who are in the schools as teachers or in any other capacity could show most

parents how to bring up Johnny. We accept this as a truism. But are we liable to err along much the same lines?

In the home the relationship between parents and child and between children of the same family are personal. They spring from the needs of life sharing a common lot. The child never appears to any one else as he does to his own mother, not even his father. But it is not desirable that this attitude be brought into the school. The teacher should never adopt the same attitude towards the child as that of the parent. The child must be prepared to meet the detached, impersonal estimate of himself that he will encounter as an adult. The best training the school can give the child is to meet this, without fear or emotional upset. There are many of us who still crave the personal appraisal of the parent. So long as we shrink from the detached regard and esteem of the world, so long are we yet little children. There was a poem in one of the readers that used to wring sympathy from the hardest-hearted when taught by a teacher who feared to face life. You may remember it.

" Backward, turn backward, Oh, Time, in your flight,  
Make me a child again, just for to-night."

It may be a pretty poem, but it is not healthy. It is not the expression of the feelings of one who has grown up, faced life, and found in the adventure of living, happiness.

The teacher is therefore not the parent. But is as great as the parent. The parent has given the child life. The teacher prepares him to meet the world. What are some of those things which will help the child face the world? First, he must know that he has the sympathy of the teacher. One of the greatest cravings of the human soul, is friendship, with its sympathy and understanding. Out of this is born, courage. Second, the child craves an opportunity to express his own life. The teacher should not attempt to curb the child's striving for self-expression. Third, the child must find in his school life avenues of exploration. All children will not wish to explore the same things. It would be a very monotonous world, if we all dressed alike. Suppose, that some day, the Premier of Canada, should decree that all women should wear red hats trimmed with blue ostrich feathers. He would leave each one free to have the feathers in the front, down the back, or drooping over the sides. But all must wear red hats with blue feathers. The absurdity appears at once. But when we come to those things of the mind, those things which concern the emotional life of the child, those matters which vitally influence his character and personality we employ the red hat with the blue feathers.







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COUNCIL HOUSE, 1200 DUFFERIN ST., OTTAWA, CANADA.

## OBJECT.

- (1) To create throughout the Dominion of Canada an informed public opinion on problems in the field of social welfare.
- (2) To assist in the promotion of standards and methods which are based on scientific principles and which have been proved effective in practical experience.

## METHODS.

- (1) The preparation and publication of literature, arrangement of lectures, addresses, radio and film material, etc., and general educational propaganda in social welfare.
- (2) Conferences. (3) Field Studies and Surveys. (4) Research.

## MEMBERSHIP.

The membership shall be of two groups, organization and individual.

- (1) Organization membership shall be open to any organization, institution or group having the program of Canadian Social Welfare wholly or in part included in their program, articles of incorporation, or other statement of incorporation.

- (2) Individual membership shall be open to any individual interested in or engaged in welfare work, upon payment of the fee, whether that individual is in work, under any government in Canada or not.

## FEES.

1. National Organizations..... Annual Fee, \$1.00—Representatives: 2
2. Provincial Organizations..... Annual Fee, \$3.00—Representatives: 2
3. Municipal Organizations..... Annual Fee, \$2.00—Representatives: 1
4. Individual Members..... Annual Fee, \$1.00—Representatives: 1

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Every member will receive a copy of the proceedings of the Annual Conference and such other publications as may be published from time to time.

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